Free people build free markets that ignite dynamic development for everyone. And that's the key, but that's not all. Something else helped us create those unparalleled opportunities for growth and personal fulfillment: a strong sense of cooperation, free associations among individuals, rooted in institutions of family, church, school, press, and voluntary groups of every kind.

President Ronald Reagan
Philadelphia, PA
October 15, 1981

. . . diversity is important because it's one of our chief strengths as a nation. And from the first, our administration has worked to restore federalism to its rightful place at the very heart of our system of government.

President Ronald Reagan
Washington, DC
July 22, 1987

An America not only rich in opportunity for the individual but an America, too, of strong families and vibrant neighborhoods; an America whose divergent but harmonizing communities were a reflection of a deeper community of values . . . and of the love of freedom . . .

President Ronald Reagan
Washington, DC
January 25, 1988

Outdoor Recreation In a Nation of Communities

Action Plan for Americans Outdoors

A Report of the Task Force on
Outdoor Recreation Resources and
Opportunities to the
Domestic Policy Council

July 1988

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Preface

In 1985, Preident Reagan established the President's Commission on Americans Outdoors to review existing outdoor recreation resources, programs, and opportunities available to the public, and to make recommendations to him that would ensure the future availability of outdoor recreation for the American people. This broad mandate encouraged the Commission to reach out across the country for the advice of hundreds of recreation experts and thousands of individual citizens active in outdoor recreation.

The President's Commission on Americans Outdoors, chaired by Governor Lamar Alexander of Tennessee, issued its Report and Recommendations to the President in January 1987. Although the report is addressed formally to the President, it is more than that:

> It is also a call to action to mayors, state legislators, governors, the Congress, and the private sector—corporations, landowners, small businesses and not-for-profit organizations. Most of all, however, we seek to turn the spotlight on the efforts and ideas of millions of Americans working together in their neighborhoods, communities, towns and cities to build quality environments and spaces for play, regeneration, health, and enrichment in the outdoors. (President's Commission on Americans Outdoors, *Report and Recommendations*, p. 3.)

The Commission found that, more and more, people were looking for recreation opportunities close to home and concluded that this is best accomplished community by community:

> We believe that the place to start, in meeting our outdoor recreation needs for the future, is in our communities. Americans living together and joining in associations across the country—this is where the tremendous strength and vision of our people will be tapped. (President's Commission on Americans Outdoors, *Report and Recommendations*, p. 6.)

Perhaps the most distinctive contribution of the President's Commission on Americans Outdoors is its recognition that, as a people, we Americans have always sought to solve our problems "where we are," in our communities. Accordingly, the Task Force on Outdoor Recreation Resources and Opportunities has prepared the following report that builds on this confidence in community leadership.

Task Force on Outdoor Recreation Resources and Opportunities

The interagency Task Force on Outdoor Recreation Resources and Opportunities was chartered in August 1987 by the Domestic Policy Council (DPC) to prepare proposals for the President to further develop outdoor recreation opportunities.

As directed by the DPC, the Task Force studied the Report and Recommendations of the President's Commission on Americans Outdoors (PCAO), and examined the administration's recreation initiatives and accomplishments and the current recreation activities administered by executive departments and agencies. In addition, the Task Force identified promising approaches taken by states, local communities, and private associations or businesses that could serve as models for community-based recreation leadership.

In fulfilling its assignment, the Task Force prepared for the Domestic Policy Council a comprehensive analysis of outdoor recreation policy: *Outdoor Recreation in a National of Communities.*

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Acknowledgments

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Contents

Preface *iii*

Task Force on Outdoor Recreation Resources and Opportunities *v*

Contents *vii*

Executive Summary *1*

Introduction *27*

Chapter 1. America's Recreation Heritage and Its Development *31*
A Nation of Communities and Neighborhoods *32*
The Essence of Outdoor Recreation *32*
Outdoor Recreation to the Early Twentieth Century *33*
National Parks *33*
National Forests *34*
Wildlife Refuges *35*
Other Federal Reserves *35*
State Parks *35*
Fish and Wildlife *36*
Wilderness *37*
Private Recreation and Conservation Organizations *38*
The Postwar Recreation Explosion — 1945 to 1985 *39*
Recreation Growth on Public Lands *39*
Outdoor Recreation Resources Review Commission *41*
The Merging of Recreation Interests with Environmental Quality *41*
Emergence and Expansion of Special Use Designations for Federal Recreation Areas *42*
Multiple Use Management Policy Reemphasized *43*
Recreation Trends on Public Lands After ORRRC *43*
State, County, and Municipal Parks *44*
Wildlife *44*
The Private Role in Outdoor Recreation *45*
Emergence of the Recreation-Tourism Industry *46*
President's Commission on Americans Outdoors *47*

Chapter 2. The Reagan Administration's Recreation Initiatives and Accomplishments *51*
Land and Resource Protection *52*
Recreational Opportunities *53*
Wetlands and Waterfowl *56*
Fish and Wildlife *56*
Historic and Cultural Preservation *58*
Handicapped Access *58*

Chapter 3. Outdoor Recreation Demand *59*
Total Demand Trend *61*
Population Participation Rates *61*
Travel *64*
Visitor Use Trends at Federal Recreation Sites *65*
Trends in Visitations *67*
Trends in Visitor Days of Use *68*
Quality Aspects of Recreation Demand *71*

Prices Paid and Consumer Spending for Outdoor Recreation 73
Prices paid for recreation opportunities 73
Consumer spending for recreation 74
Demand Outlook 75

Chapter 4. Outdoor Recreation Supply 77
The Land Base as an Indicator of Supply Capacity 78
Other factors influencing recreation supply 78
The Supply Spectrum for Land-based Recreation Opportunities 78
Supply of Water-based Opportunities 85
Snow- and Ice-based Opportunities 88
Quality Trends 88
Environment 88
Facilities 90
Information 90
Role of the Private Sector and Partnerships on Public Lands 91
The Role of Federal Lands in the Supply of Outdoor Recreation 92
Distribution of Federal and Other Lands Relative to Population 92
Visitor Use of Federal Lands by Agency and Region 94
Agency Components of the Federal Recreation Land Base 96
The National Park System 96
The National Forest System 97
Bureau of Land Management Public Lands 98
Fish and Wildlife Service Refuges 98
Army Corps of Engineers 99
Bureau of Reclamation 99
Tennessee Valley Authority 100
National Specialized Recreation Systems 100
National Recreation Areas 100
National Wilderness Preservation System 101
National Wild and Scenic River and Recreation Trails Systems 101
Implications for Private Land Uses 102
Supply Outlook 104

Chapter 5. An Outdoor Recreation Policy To Strengthen America's Communities 105
A Renewed Recreation Ethic for America's Communities 108
Strategy 1-1 109
Private Property Rights and Landowner Liability 109
Private Land Opportunities 109
Strategy 2-1 110
Landowner Liability 110
Strategy 2-2 111
An Integrated Outdoor Recreation Policy to Improve Cooperation and Coordination Among Federal Land Managing Agencies 111
An Integrated Policy for Recreation on the Federal Lands 111
Strategy 3-1 114
An Integrated Inventory 114
Strategy 3-2 115
Emphasis on Better Information, Data and Analysis 115
Strategy 3-3 117
Information for Recreation Consumers 117
Strategy 3-4 118

Private Sector Investments on Federal Lands *118*
Strategy 3-5 *120*
Expansion of Fees *120*
Strategy 3-6 *122*
Federal Land Exchange and Acquisition *122*
Strategy 3-7 *123*
Encourage Cooperative Partnerships to Expand Recreation Opportunities
Close to Home *123*
Local Appraisals of Recreation Opportunities *124*
Strategy 4-1 *124*
Cooperative Partnerships with States and Local Governments *124*
Strategy 4-2 *127*
A Wider Role for Nonprofit Partners and Volunteers *127*
Strategy 4-3 *128*
Environmental Quality and Outdoor Recreation Settings *128*
Protecting and Enhancing the Nation's Environment is a Long-established Federal Policy and Priority *128*
Constraining the Adverse Impacts of Federal Programs *129*
Strategy 5-1 *129*
Enhancing Recreation Through Highway Projects *129*
Strategy 5-2 *130*

Conclusion *131*

References *135*

Appendix A. Case Studies *139*

Appendix B. Recreation Visitation and Supply Data *165*

Executive Summary

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Introduction

From the beginning of his administration, President Reagan has sparked a social renewal in America, by easing the heavy burden of government regulation and taxation, by trusting our people to manage their own lives, by strengthening their families and reinforcing private sector institutions and by increasing respect for state and local authority.

Previous policy studies of the Domestic Policy Council have led to standards and principles by which to judge public policy and its effects on the family and on our constitutional framework of federalism. The DPC's Task Force on Outdoor Recreation Resources and Opportunities has been guided by these earlier efforts in its study of the place that outdoor recreation has in the social fabric of America today. Accordingly, we believe that at the heart of our nation's commitment to outdoor recreation must be two principles:

First is the principle of *community*. Outdoor recreation is not isolated from the other important aspects of our national life and its success will depend upon our willingness to adhere to the principles of local origination, implementation, and evaluation of public policy ideas that have proven to be so successful in other areas of our national life. *We are a nation of communities*. The unique combination of innovation, resiliency, and creativity that is the very symbol of American strength exists because of, not in spite of, our national diversity. No master plan of government, no matter how wise or beneficient its authors may think it is, no matter how noble their motivations may be, can substitute for the grassroots commonsense wisdom we find in thousands and tens of thousands of communities all across the country.

Next is the principle of *cooperation*. The principle of cooperation means mutual respect and understanding, the willingness to do all we can to see to it that outdoor recreation programs benefit from cooperation between government and grassroots sources. The private sector and the public sector, the neighborhoods and towns and cities, the counties and the states, the federal government in Washington and individuals and families across America all have to be willing to engage in the cooperative give-and-take that characterizes the American approach to solving problems. This principle of cooperation will work best if we remember that we should first look to private and local sources of strength and innovation and only after we have sufficiently investigated the resources available at those levels, then look to government, beginning with the levels of government closer to us and then to the states and the federal government. Most importantly, it demands that government, at every level, listen to the people first and offer advice afterwards.

We Americans pride ourselves, and quite correctly, on being a pragmatic, problem-solving people, open to the wisdom of new insights as well as that of our national traditions. As a people we have never succumbed to the temptation to seek the One Big Answer. Almost always, it is an answer that spells Big Government. Instead we have sought to solve our problems "where we are," in our communities, and not through some grandiose vision of centralized government, removed from us not only in distance but in understanding of our needs and our capacity to identify and solve our own problems. In outdoor recreation, as in so many other areas of our lives, government has a role to play, but it is as a helper, not a leader, a supporting rather than a guiding role.

The President's Commission on Americans Outdoors has set a future course for outdoor recreation in America with confidence in this nation's strong sense of community and cooperation:

> This report is about Americans—our needs, our potential, our creativity, energy and desires: Americans in communities across the nation, working together to find imaginative new ways to make their own communities the kinds of places in which they want to live, work and play; helping each other as volunteers; teaching their children. They are America's strength, and it is to Americans in communities across the land that we look for leadership to meet our needs of tomorrow. (*Report and Recommendations*, p. 3.)

Building on this confidence in community leadership, the Task Force has proposed an outdoor recreation policy to strengthen America's communities. It has sought to identify the myriad ways in which Americans—local government leaders, individual citizens, private employers and developers, schools, local conservavation groups, service clubs, and volunteers—have created outdoor recreation opportunity for their communities and to determine how the Reagan Administration's recreation policies can expand that creative spirit. The Task Force proposals are intended to foster cooperation with and among local and private efforts to make the most of a community's existing resources for their full recreation potential.

The Task Force also reviewed the current recreation activities administered by executive departments and agencies. One-third of the nation's land is owned by the federal government and represents an enormous recreation resource. The Task Force proposals to better integrate the development of this enormous potential on federal lands for outdoor recreation have emphasized making the most of existing federally owned lands, rather than acquiring more, by improving the quality of recreation services and resource protection.

The Task Force report includes five chapters. Chapter 1 reviews the origins of America's outdoor heritage and the historical development of a public outdoor recreation policy, including the report of the President's Commission on Americans Outdoors. Chapter 2 reviews the administration's own accomplishments and initiatives that have encouraged stewardship and expanded recreation opportunities, especially on federally owned lands. Chapter 3 provides an overview of the public demand for outdoor recreation, and Chapter 4 describes the resource base and its potential to supply the diversity of recreation opportunities sought by the American people. Finally, Chapter 5 identifies the policies that will help the American people to fulfill the recreation potential of our outdoor heritage and to strengthen America's communities.

If we keep before us a vision of community, cooperation, and flexibility, utilizing all of our strengths, public and private, our nation of communities can create a golden age of outdoor recreation.

Chapter 1. America's Recreation Heritage and Its Development

America's recreation heritage and the development of a public outdoor recreation policy had their origins in America's communities and neighborhoods, beginning with our agrarian culture in the 18th century, and continuing through the period of settlement of the public domain and the growth of our cities in the 19th and early 20th centuries. This latter period experienced a movement to beautify our cities

with gardens and parks, to create state parks, and to reserve federal lands for the establishment of national parks, forests, and wildlife preserves.

With the end of World War II, America experienced an explosion in outdoor recreation use that did not culminate until the mid-1970's. The postwar baby boom, increasing affluence, improved transportation systems, and growing population mobility all contributed to an unprecedented growth in outdoor recreation demands. Federal and state land managers were unprepared for the burgeoning use of parks, forests, reservoirs and wildlife refuges for sightseeing, hiking, hunting and fishing, boating and other outdoor recreation activities. The studies and recommendations of the Outdoor Recreation Resources Review Commission, active from 1958 to 1962, together with emerging environmental interests, influenced federal and state natural resources and recreation policies and programs for over 25 years.

The most characteristic development in federal recreation policy during this period was the expansion of special recreation use designations for federal areas. Wilderness; wild and scenic rivers; national recreation areas; national scenic areas; and national scenic, historic, and recreation trails all emerged as distinct systems, each with a unique management policy and constituency. These were chiefly created out of existing national parks, forests, and wildlife refuges, with private land added through acquisition or federally mandated land use plans. The Land and Water Conservation Fund established in 1964 has added nearly 5.6 million acres of parks and other public recreation lands and facilities to local, state, and federal holdings, mainly in the East. More than 100,000 acres of surplus federal land have been transferred to states and communities for park and recreation uses. On federally owned lands, total visitor hours of use, after rising sharply to the mid 1970s, have leveled out in recent years. Total use remains near record highs, however, indicating strong continuing user demands for recreation opportunities on these federal landholdings.

The role of the private sector in outdoor recreation also expanded in response to the postwar boom in income and leisure. Private enterprises became increasingly important providers of recreation facilities and services on private as well as public lands. The rapid response of the recreation equipment and recreation vehicle industry to consumer demands made recreation activities safer and easier and hence more popular. More recently, tourism has become closely linked with recreation attractions. Many states and communities now actively promote recreation tourism for economic development.

The President's Commission on Americans Outdoors found that "although overall participation in outdoor recreation activities continues to grow, the rate of growth has decreased significantly in recent years . . . partially due to the aging of our population and a decrease in the rate of population growth as a whole." The Commission also expected that the rate of participation in the foreseeable future will slow; that physically active recreation will increase; and that there will be a growing diversification of recreation activities. Generally, users of outdoor recreation are making more trips, but they are making shorter trips and staying closer to home. The Commission thus sought to emphasize recreation opportunities close to home—"community by community"—and the use of joint

initiatives, or "partnerships," to implement a community's recreation goals for the future.

Chapter 2. The Reagan Administration's Recreation Initiatives and Accomplishments

Outdoor recreation is the modern expression of America's natural heritage. It is a heritage that the Reagan Administration has worked hard not only to preserve, but also to improve. America's federal lands make up one third of the United States. Within those lands are sprawling green forests, beautiful parks, pristine lakes, rivers, and waterfalls, majestic mountains, a diversity of fish and wildlife, and stirring monuments to our history and culture. These lands are the lands of all Americans, entrusted to the federal government for stewardship and wise management.

The vast majority of these federal land holdings are managed by seven agencies: the Bureau of Land Management, the Forest Service, the National Park Service, the Fish and Wildlife Service, the Army Corps of Engineers, the Bureau of Reclamation, and the Tennessee Valley Authority. Visitation to these lands experienced an enormous leap between 1965 and 1976. There were approximately 570 million visitor days of use on federal lands in 1976, compared to half that many in 1965. Although annual visitations have declined somewhat since that peak level, they have remained at a high level—about 550 million through the 1980's.

This administration has moved effectively to respond to our people's expectations for quality recreation opportunities on these federal lands. We have enhanced recreational resources by rehabilitating facilities in the national parks and by adding wetlands and other valuable habitat to the wildlife refuge system; we have encouraged more recreational use of our national forests and have made thousands of acres of BLM multiple-use public land available to state and local governments for recreation and other public purposes. What follows are high-lights of the contributions our administration has made to America's outdoor recreation tradition

Land and Resource Protection

Take Pride in America

This administration launched the most integrated national awareness campaign in history to encourage the wise use of our nation's natural and cultural resources. "Take Pride in America" is a public-private effort to get the public involved in the conservation and improvement of America's public lands. The campaign is a partnership among nine federal agencies (Army, Agriculture, Commerce, Education, Environmental Protection Agency, Interior, Tennessee Valley Authority, ACTION, and Transportation), 42 states, 2 U.S. territories, and numerous private entities.

Volunteer Program

This administration believes that citizen involvement with its public recreation lands is essential. Voluntarism on all federally managed lands has increased dramatically since 1981. In 1986:

- 40,000 "Volunteers in Parks" contributed millions of hours in 265 national parks;

- $300 million for the Statue of Liberty and Ellis Island rehabilitation was raised entirely by the private sector;
- 7,740 people volunteered 221 work years on BLM's multiple-use public lands, many specifically on outdoor recreation projects;
- Volunteers donated 266 work years of service at national wildlife refuges and other FWS facilities;
- 24,000 volunteers provided the equivalent of 95 work years at Army Corps of Engineers facilities;
- 51,000 volunteers contributed to recreation management in the national forests

Great Basin National Park

The President approved the creation of the first new national park since 1972—the 75,000 acre Great Basin National Park in Nevada.

Completion of the Park Restoration and Improvement Program

Virtually every park in the National Park System was touched by this $1 billion effort begun in 1982 to rehabilitate deteriorated and unsafe facilities. Significant improvements were made to water and sewer systems, overnight accommodations, and facilities posing health and safety problems.

Recreational Opportunities

National Forest Recreation Strategy

The Forest Service has recently launched a new "National Forest Recreation Strategy" designed to expand the range of recreation services and facilities the agency provides. It will seek to improve facility quality, increase trails and campgrounds on national forests that are near urban areas, and establish stronger partnerships between the private sector and the government in the development and provision of a full range of opportunities and information.

Recreation Trails

The Forest Service's 99[illegible]1 miles of trails is the largest trail system in the country. More than 3,200 miles of trails have been added on Forest Service land during this administration alone. Most of the additions since 1981 were built by volunteers and human resource programs at no cost to the Forest Service. Thousands of Americans hike, ride horses, ski, and drive the trails every year.

Recreation 2000

The Bureau of Land Management is conducting a study that will identify specific recommendations on how the BLM will provide quality recreation programs into the next century.

Recreation Use Fees

The administration has proposed that a greater portion of the costs of managing the recreation use of the federal lands should be borne by those who directly benefit. Information to date shows widespread public support for these fee initiatives, with little, if any, negative impact on visitor use.

- In FY 87, Congress enacted authority to raise entrance fees at national parks for the first time since 1972; it also approved collecting entrance fees in 71 additional parks. Of the National Park System's 341 units, 130 now charge

entrance fees. In FY 1987, some $41 million was collected, all of which was used for management of our national parks.

- In 1986, the Bureau of Land Management collected more than $1 million based on a new fee schedule for its recreation permits. The revenues became part of the Land and Water Conservation Fund.

- In 1987, the Fish and Wildlife Service implemented entrance fees at 19 of its 443 national wildlife refuges. Proceeds will be used to fund refuge operations and future wetlands acquisition. In lieu of daily fees, visitors may also use federal Deed Stamps or Golden Eagle and Golden Age Passports for entrance to refuges charging fees.

- The administration supports similar fee increases and expansions for recreational areas provided by the National Forest Service and the Army Corps of Engineers.

- Since 1981, the Corps of Engineers has increased the revenue collected at its recreation fee areas by over 98 percent. These fees, now averaging $12 million a year, have allowed for rehabilitation maintenance and operation of recreation areas with a lessening impact on the non-recreating taxpayer.The Forest Service receipts increased from about $19 million in 1981 to over $30 million in 1986.

Improved Recreation Access by Handicapped Individuals

The Reagan Administration has given particular attention to improving recreation access to the national parks, wildlife refuges, BLM public lands, national forests, and water development sites by handicapped persons:

- In 1985, the federal land managing agencies participated in drafting guidelines that include specific standards for campgrounds, picnic areas, and nature trails applicable to federally funded sites.

- In 1987, the Department of the Interior published its guidelines requiring that all of its programs and activities ensure nondiscrimination against the handicapped and is developing action plans to eliminate identified barriers.

- In 1988, the Forest Service has developed its recreation strategy to include the need to provide recreation opportunities for all people and has proposed several projects under its Challenge Cost-Share Program to rehabilitate facilities to accommodate the disabled.

- The Army Corps of Engineers recreational facilities are designed to provide for equal access to and utilization by all visitors. Nationwide, the Corps has provided over $5.5 million worth of specialized recreational structures and equipment for handicapped users through facility maintenance and replacement efforts.

Wetlands and Waterfowl

Emergency Wetlands Resources Act

The administration's sustained effort to stem the serious loss of vital wetlands took a giant step forward with the President's approval of the Emergency Wetlands

Resources Act of 1986. The Act—which allows for refuge entrance fees, an increase in the price of the Duck Stamp, and funding flexibility—will make additional funds available for the acquisition and inclusion of wetlands into the National Wildlife Refuge System.

North American Waterfowl Management Plan

This joint U.S.-Canada plan outlines public and private strategies aimed at the conservation of waterfowl. The historic plan, signed in May 1986 by Interior Secretary Don Hodel and Canada's Environment Minister Thomas McMillan, identifies efforts needed between now and the year 2000 to protect U.S. and Canadian waterfowl habitat. It spells out actions to buildup declining waterfowl populations and enhance waterfowl research and management.

Fish and Wildlife

National Wildlife Refuge System

Since 1981, 29 refuges in 21 states containing 530,185 acres, have been added to the National Wildlife Refuge System.

Hunting and Fishing

Since 1981, over 85 national wildlife refuges have added or expanded hunting and fishing activities, thus expanding recreational opportunities on our public lands. In addition, the Interior Department argued and won a legal battle in which an anti-hunting group sought to halt hunting on 240 national wildlife refuges. Experience shows that hunting and fishing are important to the management of refuges. A federal court sided with the Interior Department's position that refuge hunting has a long tradition. Hunters have paid for many of the refuges through licensing and stamp fees.

Federal Aid to Wildlife and Fish Restoration

Since 1981, States have received over a billion dollars in federal aid funds for sport fish and wildlife restoration and hunter education through the Pittman-Robertson and Dingell-Johnson/Wallop Breaux programs.

Role of Federal Fisheries

More than 2 years of intensive study and evaluation led the Fish and Wildlife Service in 1985 to revise its statement of national fisheries responsibilities and federal role. The four areas of responsibility now include: restoration of depleted and nationally significant fisheries; management of fisheries of federal and Indian tribal lands; mitigation of impaired fisheries due to federal water development projects; and federal leadership in scientifically based management of national fishery resources.

Fisheries Restoration

The Interior Department has begun a major fisheries restoration and improvement program, that includes the construction of fish hatcheries and other facilities in the Trinity and Sacramento River Basins of California. The hatcheries help to restock streams where fish were displaced by water projects.

The Corps of Engineers also is continuing its efforts to restore salmon and steelhead runs in the Columbia River basin. The Corps is nearing completion of the last hatchery. When complete the hatcheries will produce 27 million young salmon and steelhead every year.

Chapter 3. Outdoor Recreation Demand

Outdoor recreation opportunities and experiences are primarily local in nature—most recreation occurs relatively close to home.

Total Demand Trend

Outdoor recreation demand now appears to be growing at about the same rate as population, somewhat less than 1 percent a year. Recreation demand has slowed from the phenomenal postwar growth rates. While the data available to assess demand for outdoor recreation opportunities are difficult to aggregate into a comprehensive quantitative measure of total demand, total time devoted to outdoor recreation each year appears to offer the best general expression of aggregate demand.

Total leisure time per capita declined by nearly one third after the mid 1970's, but the amount of time devoted to outdoor recreation remained constant. The Market Opinion Research survey done for the PCAO confirmed that time spent on outdoor recreation is stable, and that the level of participation by Americans in outdoor recreation activities remains high (89 percent). Thus population growth combined with leisure time is a strong indicator of aggregate demand level and outlook.

Population Participation in Recreation Activities

The analysis of participation among various recreation activities and over the different age classes shows a diversity of preferences. The most popular recreation activities are: walking for pleasure, swimming outdoors, and driving for pleasure. Sightseeing, nature study/photography, and warmwater and saltwater fishing follow, in that order. In general, the increasing median age of the U.S. population and the trend towards urbanization are important contributors to the slowing of demand growth and the stabilization of leisure time per capita devoted to outdoor recreation. Participation in outdoor activities declines with age, and declines as community size increases, apparently because substitutes for outdoor recreation are more abundant in larger cities. Data on participation and distances travelled confirm the trend toward recreation closer to home.

Visitor Use Trends at Federal Recreation Sites

There is considerable variation among agencies, but the general trend points to a 3 percent annual increase in the number of visits, but a small decrease in total visitor time after the peak in 1976. Rapid increases in visitations to national park sites in or near urban areas run counter to this general pattern. Visitor use on national forests and some BLM lands also is growing near metropolitan areas but is declining at more remote locations. Visitor use at the more remote national parks likewise is reported to have declined. The trend towards more visits of shorter average duration to federal recreation sites is likely related to the general, preference for shorter, more frequent trips, closer to home.

Quality considerations

Americans have a strong appreciation for outdoor quality. Individuals make their largest and most intensive investments of time, labor and income in outdoor quality where they do most of their outdoor recreation—at their residences or in neighborhood and regional parks and recreation areas within 15 minutes to an hour of their residences. While this is not uniform, it generally is consistent throughout the nation. Americans actively pursue attractive settings where they live, work, and play through the care and maintenance of their lawns and gardens, shrubs, flowers and trees in their neighborhoods, about their places of work and in their parks. In many ways, this is one of the strongest and most consistent expressions of Americans as a nation of individuals and communities—they care about the quality of their outdoors. Continuing public concerns and policy emphasis on environmental quality also clearly indicate a strong public interest in quality for all environments in which Americans live, work and play.

Consumers who pay for access to recreation opportunities often identify quality as a dimension of their expectations. For example, hunters who lease private lands show a willingness to pay a premium to hunt where access is restricted in order to achieve the quality of experience they are seeking. The public willingly accepts reasonable restriction of use in designated wilderness areas and rationing of camp sites at parks and whitewater rivers through a reservation system in order to maintain the quality of the outdoor experience.

Readiness to pay for recreation

The expansion of the private sector role in supplying recreation opportunities is an indicator of the readiness of consumers to pay for outdoor recreation. Fee charges paid at public recreation areas have also increased. The general evidence is that the level of fees paid has not reduced recreation demand at public fee sites and areas.

Various surveys have found that consumer support for fee increases and new fees rises appreciably when it is understood that the revenues are earmarked to service the area where they were collected. Other studies have reported that willingness to pay higher fees also increases when respondents are informed about the cost of providing services and opportunities. Nevertheless, the topic of fees remains quite sensitive. More needs to be done to develop a clearer rationale for the role of fees at public sites and to provide better information on the public costs of supplying recreation opportunities to visitors.

Demand Outlook

The demand for outdoor recreation activities, opportunities and experiences remains massive among Americans. The explosive rates of growth in total recreation demand in the 1950's through the mid 1970's have now slowed to the rate of growth in population. Demands on federal lands are generally softening in the more remote sites. However, on federal, state, and county sites near growing communities and urban areas, demand increases are continuing. The demand patterns among communities and states are strongly influenced by local population growth trends as well as by growing preferences for outdoor recreation opportunities close to home.

Recreation demand is also dynamic. Recreation tastes and preferences are changing and shifting among activities, among geographic locations, among federal and state and local community sites, and between public sites and private sites. People are taking more trips, but shorter trips, closer to home. The recreation activities that people pursue and the services they demand are also becoming more diverse. New technology and equipment have a strong influence on this trend. There is also a general trend, particularly among urban recreationists, to prefer more comfortable and "modern" facilities and services than were the norm in the past—and a readiness to pay a premium for such facilities.

The scale and dynamics of this vigorous recreation demand suggests that private enterprises and joint public and private ventures or partnerships can become an increasingly effective and appealing way to respond to consumers' tastes and preferences. The continuing dynamics of recreation demands, while the national aggregate demand is slowing and perhaps leveling, indicate that communities and states will benefit more from local assessments of recreation demands. National assessments cannot be usefully extrapolated to local and state levels.

Chapter 4. Outdoor Recreation Supply

The United States has vast expanses of land and water, and wide diversity in its shorelines, mountains and plains, forests, grasslands and deserts that provide outstanding settings for outdoor recreation. This resource base is largely fixed and, except for wildlife and fish populations, will change very little. As a result, the distribution of some types of recreation settings does not correspond well to the distribution of population. Continuing improvements in environmental quality and population affluence and mobility, however, should enhance the effectiveness of this resource base for the outdoor recreation needs of the future.

Public Land Base for Recreation

A broad, rich spectrum of recreation settings is abundant in the West. The nearness of attractive wilderness and back country to populous urban areas and interstate highways creates some significant local management issues; serious overuse near some urban centers indicates a heavy demand relative to the local supply, and a need to manage use and access more consistently with the resource capability and capacity. There is substantial capacity in the West to expand dispersed and developed types of recreation in roaded and rural recreation settings on Forest Service and Bureau of Land Management lands.

Federal lands are far less abundant in the East and Midwest, where 81 percent of the population lives. State lands, which make up 56 percent of the 70 million acre public land base in the East and Midwest, tend to be concentrated near the industrial and more urban areas where the demands for outdoor recreation opportunities are the greatest. In the East and Midwest, communities depend more strongly on the non federal public lands and the huge private land base for outdoor recreation opportunities.

Private Land Base for Recreation

Nationally, there are 1.27 billion acres of private lands in the contiguous 48 states.

Nearly 300 million acres, an area about three times the size of California, are open and available for public recreation use free or for a fee. Almost 200 million acres of these lands are in the East. Industrial ownerships make up 22 percent of the total private lands open for recreation. However, there are perhaps an additional 500 million acres that are posted or otherwise restricted, where landowners permit recreation use by friends, relatives, neighbors, and visitors who ask special permission. Although data are scarce, it seems likely that considerable outdoor recreation does occur on this huge area of private land.

Although private land appears to offer a large potential for expanding recreation opportunities, especially close to local communities where the nation's demands for outdoor recreation are largely located, landowners will have to be assured of relief from liability, a demonstration of respect for private property rights among recreation users, and more effective ways to avoid conflicts between recreation and other valuable uses of such privately owned lands.

Water-based and Winter Recreation

In addition to the numerous public and private water and power reservoirs providing highly popular water-based recreation, the supply of high quality lakes and streams for outdoor recreation is being expanded steadily by successful federal and state efforts to clean up our nation's waters. Improving water quality should greatly increase the supply of water-based outdoor recreation opportunities in locations convenient to large portions of the U.S. population. Saltwater recreation opportunities have grown and will expand with continuing pollution

control and fisheries enhancement efforts, especially in the estuaries. There is capacity for expansion of developed winter sports, such as downhill skiing, on federal lands.

Environmental Quality

Many programs have been put in place to halt and reverse resource damage, deterioration, and depletion. Substantial progress has been made since ORRRC, the National Environmental Policy Act of 1969, and the establishment of an independent Environmental Protection Agency in 1970. Although there are some exceptions, the data clearly indicate that the quality of the recreational environment in most of its many dimensions is improving. This trend can be expected to continue. Careful targeting of existing programs to priority locations, where the combined recreational and environmental benefits are the greatest, would be one way to assure maximum effectiveness of environmental protection and recreation resource management.

Quality of Facilities at Public Recreation Sites

Deteriorating quality of facilities appears to be a difficult, perennial problem at public recreation sites generally. Most government agencies have had difficulty in consistently maintaining high quality recreation sites and facilities. Public agencies seem to be able to find ways to develop and expand new facilities; finding support for maintenance dollars is often another matter. There are indications that people are seeking more comfortable and convenient facilities and a higher quality of services than in decades past, and are more willing to pay for them.

Information

Generally, information about the availability of outdoor recreation has improved significantly as is evidenced by the growth of the tourism industry, national travel clubs with membership in the tens of millions, travel service agencies, and the wealth of brochures and advertising in the media. There is substantial information available in many places about public and private recreation opportunities. But there is much room for improvement. The largest demand for better information may be for outdoor recreation opportunities closer to home that generally are not addressed by the tourism industry and travel services except in the weekender section of local newspapers.

Role of Private Recreation Providers

Private sector recreation suppliers have played a growing role throughout the postwar period and have proven to be sensitive and effective in responding to the tastes and preferences of consumers. Such a market-oriented approach implies increased use of pricing. Fees on public lands that are more commensurate with the costs of developing and maintaining recreation opportunities and serving visitors will provide stronger incentives for private recreation investments and enterprises on private and public lands. Public agencies have been gradually broadening the opportunity for increased private investment in recreation facilities and services on public lands. For certain activities, such as downhill skiing on national forests, practically the entire investment and service needs are turned over to the private sector. Private investments in recreation development on public lands are essentially joint ventures, sometimes called "partnerships", with agencies maintaining their stewardship responsibilities.

Distribution and Use of Federal Recreation Lands

The federal government owns and manages a huge estate one third of the nation's land. However, 83 percent of the federal lands managed by the 7 recreation agencies are concentrated in 12 Rocky Mountain and Northern Plains

states (ND, SD, NE, KS, MT, WY, CO, NM, AZ, UT, ID, NV) and Alaska, where only 7.8 percent of the nation's population resides. The three Pacific Coast States (CA, OR, WA) have 14 percent of the federal land and 12 percent of the population. States east of the 100th Meridian have less than 5 percent of the federal land, but 80 percent of the population. The great majority of federal land is remote from the nation's communities and people. The expansion of interstate highways, growing population affluence, leisure and mobility and the growth of the tourism industry have made these lands somewhat more available to the other 92 percent of the population. But limitations on frequency and length of trips act as a practical constraint on recreation participation on these lands. The remoteness of the federal land base is offset strongly by the distribution of state and local government land available for recreation. The visitor *use* of the federal lands, however, is much less skewed than the distribution of those lands. Almost 50 percent of the National Park visitor use and 80 percent of the visitor use at Army Corps of Engineers water resource project sites occur in the East.

National Park Service

The National Park System includes parks and monuments representing the most spectacular scenic wonders of the nation, and a wide range of recreational, historic and cultural resources. Its 341 units are located in 49 states; two-thirds of the system's 76 million acres are in Alaska. The large majority of visitor use at national parks is highly concentrated in the relatively small developed areas and visitor centers. Nearly 70 percent of all NPS visits are in central cities or metropolitan areas.

Forest Service

National forest multiple use lands (191 million acres) provide a wide diversity of recreation uses ranging from highly developed urban activities such as group camping and major ski centers to the primitive back-country and wilderness uses. The national forests are highly accessible to the public largely because they have 100 thousand miles of trails and 340 thousand miles of roads. In the West, national forests are the backyards of major urban centers of Denver, Salt Lake City, Albuquerque, Phoenix, Los Angeles, Portland and Seattle, among others.

Bureau of Land Management

BLM public lands are multiple-use lands with recreation opportunities, settings and activities similar to those of national forests. Recreation use is broadly disbursed, and the potential for increasing visitor use on BLM's 337 million acres is enormous. Nearly half this land is in Alaska.

Fish and Wildlife Service

There are 443 units in the National Wildlife Refuge System located in 49 states, with 80 percent of its 90 million acres in Alaska. Refuge management is dedicated primarily to habitat protection. The public, however, is permitted to use many areas for fishing, hunting, birdwatching, walking, nature study, and other wildlife related recreation activities.

Army Corps of Engineers

The Corps is the second largest federal supplier of recreation opportunities after the national forests. It is the major federal supplier of boating access and opportunities on 11 million acres of land and inland waters in the United States, mainly in the East.

Bureau of Reclamation and Tennessee Valley Authority

These two regional systems manage 6.6 million acres of land and water either directly or in cooperation with local governments.

Specialized Recreation Systems

A number of specialized recreation systems have been established over the past two decades, including the National Recreation Areas, the National Wilderness Preservation System, the National Wild and Scenic Rivers, and the National Trail Systems. Each system has a statutorily defined, specialized recreation land use within the framework of the more general land management objectives of the several agencies that administer these systems. Taken together these specialized systems can be viewed as a "national recreation system." In a sense, federal recreation policy and management is moving in two directions—on the one hand, more specialization by designation of subsystems; on the other hand, maintaining a general policy for recreation in a multiple use context on non-designated federal lands. Yet the large majority of federal recreation visitor use continues to occur on the more general multiple use lands. The role and development of these subsystem approaches to recreation supply on federal lands needs to be carefully defined and integrated in a national policy framework.

Supply Outlook

National overviews neither suffice nor substitute for assessments by local communities and states where most of the outdoor recreation demands occur and are supplied. They do provide enlightenment on broad trends, such as the recent shift in recreation closer to home and residential communities. National assessments also can uncover critical shortages that are widespread in scope, as ORRRC did. The current national demand situation, considered in light of the existing supply capability, does not indicate any similar critical widespread scarcity. However, there are conflicts and intense competition between specific activities at specific places. Few, if any, are serious problems of national scope outside the reach of public and private land and recreation managers and the available resources or outside the influence of communities and states. This appears to be a time for improvement of effectiveness in the development, management, and maintenance of recreation opportunities. There are some policy and management opportunities at federal, state, and local government levels to enhance such progress toward improvement where there is a demonstrated need.

Chapter 5. An Outdoor Recreation Policy To Strengthen America's Communities

As we look to the future of outdoor recreation for the American people, the Task Force has endeavored to assess the federal role and to identify those policies that will make the most of all of America's recreation resources and opportunities. Particular attention has been given to expanding private recreation opportunities, including improvements in the quality of recreation services provided on federally managed lands.

Just as important, however, is fostering an outdoor ethic and putting it into practice where Americans live, work, and play. A strong sense of stewardship among individuals, working in their communities and through local conservation and service organizations, will improve environmental quality close to home and restore respect for public and private property. In this way, the American people can make the most of their outdoor heritage, and lead more productive and fulfilling lives.

Above all, the Task Force believes this must be done in a way that will strengthen America's communities. Even before this administration took office, President Reagan called "for an end to giantism, for a return to the human scale—the scale that human beings can understand and cope with; the scale of the local fraternal lodge, the church congregation, the block club, the farm bureau. . . . It is this

activity on a small, human scale that creates the fabric of community." And over the past 7 years, there has been a dramatic revival of the states and local communities as active, effective agents of the nation's welfare. In area after area, states and local governments and private associations of all kinds have become wellsprings of innovation. The revival of this sense of decentralized community, and its constitutional framework of federalism, has released the creative spirit of the American people to address our most compelling social issues, from education to welfare to drug reform.

Outdoor recreation, no less than these other social goals, is part of the fabric of our nation of communities. For the vast majority of Americans, spending time outdoors is a source of renewal, respite, and challenge. Even nonparticipants among the elderly or infirm, for example, benefit from our national outdoor heritage through books, films, TV programming, and magazines about our parks, woodlands, and wildlife. As the President's Commission on Americans Outdoors eloquently expressed it, in meeting our outdoor recreation needs of the future, it is in our communities "where the tremendous strength and vision of our people will be tapped."

Accordingly, the Task Force offers strategies to accomplish these broad goals:

- To encourage cooperation between federal agencies and other public and private entities, and to foster local public and private initiatives that will make the most of each community's existing resources for their full recreation potential; and

- To establish a sound basis for developing the enormous recreation potential of the existing federally owned lands without diminishing other established uses and authorized purposes.

Taken together, the following constitute our administration's Outdoor Recreation Policy to Strengthen America's Communities.

Strategy #1

Foster An Outdoor Recreation Ethic For America's Communities

1-1. Federal agencies should join with state and local governments and private sector enterprises and associations to encourage a renewed outdoor recreation ethic for America's communities. They should encourage further extension of the theme of our administration's "Take Pride in America" initiative, designed to recognize the efforts of Americans who are active in the stewardship of the public lands, to the local communities, schools, and private lands where public access for recreation is permitted. It must be emphasized in this program that public access to private property for recreation purposes is a privilege, not a right, and one that should engender respect for, and responsible use of, the recreation resource.

A renewed recreation ethic means assurance that public use of both public and private lands brings with it responsible user care for the land and its resources and facilities. It also brings with it lower public and private costs for supplying recreation opportunities and assurance for the next recreation user that the quality of the recreation settings and facilities will remain at a high level.

The President's Commission on Americans Outdoors pointed out that: "The most powerful ethics are unwritten, and individual." And the President has reminded us that: "Private values must be at the heart of public policies." A renewed outdoor recreation ethic will generate a personal trust between users and property owners providing public access as well as with the local community. Such experiences will encourage more private landowners to make their lands accessible for public use for free or for a fee, and will enhance landowner appreciation of the value of their lands in providing public recreation for the surrounding community.

Strategy #2

Protect Private Property Rights and Relieve Landowner Liability

2-1. Guidance should be provided to federal departments and agencies to ensure the protection of private property rights in local recreation projects involving private land use regulation or land acquisition. All regulators, at the federal, state, and local levels must recognize the importance of private property rights and take steps to protect these rights as fully as possible. Protection of private property rights is fundamental to the responsible exercise of government power under the Constitution.

The federal government's proper role in this process is to cooperate with states and communities in developing practical options for meeting recreational and environmental demands while ensuring that private property rights are not violated. Governments at all levels must take action consistent with recognized protected property interests and thereby minimize their risks of liability when developing land management programs for recreational uses. In particular, government agencies must take care not to direct or influence local regulation in a way that could inadvertently violate private property rights and expose the federal government to fiscal liability for over-reaching land use regulatory actions.

Two 1987 Supreme Court decisions have helped clarify the law of takings, outlining the constraints imposed by the Constitution upon governmental land use controls. [*First English Evangelical Lutheran Church of Glendale* v. *Los Angeles County;* and *Nollan v. California Coastal Commission.*] These decisions have made it clear that the Fifth Amendment not only limits the power of governments to impose regulations restricting the uses of private property, but also guarantees compensation to any landowner whose property is "taken," even temporarily, by such regulation.

Thus, guidance would be useful for federal departments and agencies on the appropriate federal role in local recreation projects involving private land use regulation or land acquisition. Such guidance could take the form of an executive order or similar federal directive.

2-2. Federal agencies should work with states and local government and private associations of landowners to identify and lessen or remove unwarranted obstacles that limit the consensual use of private lands for recreation. Landowner liability for recreational injuries has long been recognized as one of those obstacles especially where fees are involved.

There is a general crisis in insurance availability, affordability and adequacy. It has resulted from extraordinary growth in tort liability cases, excessive adjudicated

judgments for noneconomic damages (such as pain and suffering, mental anguish and punitive claims), and high legal costs combined with massive increases in premiums for liability insurance. This applies to many businesses, professionals and municipalities generally as well as to recreation enterprises.

Recent studies by the Domestic Policy Council's Tort Policy Working Group indicate tort law appears to be a major cause of this crisis. There are a number of sensible and appropriate beneficial reforms of tort law that can relieve this crisis. Because significant and long term reform cannot come solely from the federal government, state and local governments must ultimately address the current excesses of tort law. Their active participation is necessary for workable solutions. We will share our insights on options for improving tort law and our information on the overall issue of recreation injury liability on private lands.

We should also encourage state and local governments to review tax policies at their level to assure that they are consistent with state and local recreation objectives and policies. Many state and local governments have adjusted their ad valorem tax policies to encourage the maintenance of open land. Some have also introduced other adjustments in ad valorem taxes to encourage landowners to provide for wildlife management and avail their lands for public hunting and other recreation uses. We urge that tax and regulatory policies not inhibit landowners from charging reasonable fees to cover reasonable costs and risks where they open the use of their lands for various public recreation purposes.

Strategy #3

Develop an Integrated Outdoor Recreation Policy To Improve Cooperation and Coordination Among Federal Land-Managing Agencies

3-1. Federal land management agencies should jointly develop an integrated policy for guiding the coordinated development of federal land for outdoor recreation in response to national, regional and local recreation demands. An integrated approach assures more effective and efficient use of all federal lands in meeting the outdoor recreation demands they can best supply. At the same time, it will assure a corresponding optimum continuation of other established multiple uses on the federal lands. An integrated approach should seek to optimize federal land use for all its authorized purposes. That includes the preparation of specific guidelines that assure that the benefits received by recreation users, measured commensurately with the market prices of other resource outputs, will be sufficient to recover the costs of investment and operations of federal outdoor recreation developments. There is no evidence of any need for agency reorganization for recreation management or policy purposes.

The recreational development of the federal lands is now administered by seven agencies with independent authorities and somewhat differing objectives. In addition, there are several specialized national recreation systems that extend over the lands administered by these seven agencies that are subject to incremental expansion by Congressional designation without any generalized guiding principles for relating the increments to the whole system. Thus, federal recreational policy and management are moving in two directions—more specialization by recreation subsystems while maintaining a general policy on most lands for recreation in a multiple use management context or a highly diversified recreation use context.

Many of the lands administered separately by the seven agencies are contiguous, intermingled or nearby each other. Often, due to proximity and the pressure of local forces, there is cooperation and coordination. Often it is active and effective. An integrated policy is desirable to improve the effectiveness of such cooperation and coordination in local settings and to extend it to broader areas and whole regions where federal lands are abundant and can be managed in ways that complement or supplement the efforts of other public or private ownerships. It would also bring closer interagency coordination at higher levels within the land management agencies.

3-2. Federal agencies should develop an integrated inventory of existing and potential recreation uses and opportunities on federal lands. An integrated inventory is a necessary foundation for effective implementation of an integrated recreation policy for federal lands.

Comparisons between actual use and capacity would reveal the huge potential to expand recreation on much of the federal land base. The inventory should also include a clear explanation of each agency's management policies and their differences.

The integrated inventory will become an important information base and incentive to states and local communities for assessing their own recreation demands and supply needs and determining state and local policy direction. It also will provide the public with a better understanding of the roles and relationships of the various agencies in administering the federal lands under their jurisdiction for recreation and other important national resource management objectives.

3-3. Federal agencies should improve the quality of the data and methods for appraising recreation demands, supply potential and actual use on federal lands. The development of an integrated inventory of the use and supply potential for federal lands and waters is an appropriate practical instrument for doing so.

We have been steadily improving federal capabilities for assessing and monitoring the resource base and its use. We should continue to do so in ways that increase the utility and accessibility of federal resource data and information to states, communities and the private sector for their own local recreation appraisals. This will help them recognize and address emerging recreation resource problems while they are still small and easy to correct at the local level and before they become big problems with national dimensions. However, there are important matters of adequacy and consistency of data, definitional problems and standards of measurement that need attention to improve the usefulness of the recreation information and data base.

An improved data base system would accommodate a variety of purposes, including national assessments and policy studies, budget planning and appropriations, mandated inter- and intra-agency reporting, and research and resource management planning. Such a data base system should be designed to be flexible enough not only to meet federal needs but also to serve the needs of the private sector enterprises and other levels of government that also provide outdoor recreation settings, opportunities, facilities and services.

3-4. Federal agencies should proceed promptly to organize information on the recreation opportunities and activities on federal lands so that it can be entered into privately operated state, regional and national recreation information networks that are readily accessible to recreation consumers. This could include reservation services for the most heavily used facilities. Federal agencies should seek out information networks that include private and state recreation opportunities and reservation information to assure maximum utility and convenience to users.

It is also important to continue to improve the information available and accessible to consumers on existing outdoor recreation opportunities on federal lands as well as other public and private lands. This includes site or area reservation services as well as information on available activities such as boating, hiking, rock climbing and others. Because of the widening range of choices and people's interest in a wide range of activities, their information requirements increasingly include well-packaged data on the available recreation activities. Such information is most important for recreation travelers on extended trips away from home. It is also becoming important for high density recreation use areas near to home.

This recreation information and reservation service role seems best adapted to development and delivery by the private sector. Such systems require significant capital investment, extensive advertising and flexibility to add new elements and public services. They should be easily accessible to the recreation consumer by telephone, travel agent, home computer and videotape information outlets so as to serve as an information as well as reservation system. The federal recreation areas would be a major part of any such system and would contribute to their efficiency as well as cost effectiveness. We should move forward in an integrated manner among federal agencies and work with states to improve the public availability of information about federal recreation sites. We should do so in a way that encourages the development of private system capabilities that can make that information widely accessible to consumers.

3-5. Federal agencies should identify and facilitate opportunities for recreation development by private sector investors on the federal lands. Generally, as recreation demand expands and private investment in recreation opportunities grows, it should be our policy to make federal recreation lands and settings a part of the resource base available for improving the overall recreation supply. Federal agencies should respond consistent with their basic management objectives and stewardship responsibilities for the federal lands they administer.

Specifically, all agencies should follow several principles:

- There should be opportunity for profit realization by the private partner. This may require policy changes with respect to the way federal lands are used and managed by the private partner relative to the way they would be used if developed by the government;

- Partnerships on federal lands should serve a demonstrated public demand and be responsive to special groups such as the disabled, youth and families; and

- The recreation opportunity provided should be appropriate to the charter of the federal agency and in the long term interest of the public.

The opportunity for the private sector to help improve the use of federal lands for outdoor recreation needs to be broadened where public demands justify expansion through new investments, redevelopment of existing sites and other improvements that enhance the quality of recreation experiences. The successful history of private concessionaires in national parks and the private development of ski areas on national forests and related recreation complexes serving a wide range of recreation consumer interests are well-tested examples.

3-6. The administration should continue to develop and support legislation for broader authority to charge recreation fees on federal lands. The cost of basic access to federal lands should not be included in fees; however, fees should increasingly cover the costs of recreation facility investments, operations, maintenance and related services, especially where there is heavy public demand, use, and investment.

Recreation fees are of two types: entrance fees may be charged to gain entry to a federal area; user fees may be charged for use of a specific facility or service, such as a campground or boat ramp. The administration has proposed recreation fee bills relating to the National Park System, the National Forest System, the National Wildlife Refuge System, and areas managed by the Army Corps of Engineers. These proposals will raise additional funds to improve operations and maintenance of recreation programs. Proposals to date involve modest charges. Congress has enacted limited authority for charging fees at wildlife refuges and for expanding fees at units of the National Park System.

Recreation fees can have several positive effects. They can provide more funds for enhancing recreation programs. They can also improve equity by requiring that users pay more of the costs of providing recreation than non-users. Fees also provide important feedback from users in determining what a particular use or type of facility is worth to users. This information can be compared with costs to help assure that the right mix of services is provided.

Experience with the modest recreation fees implemented to date indicates little or no falloff in participation. In fact, fees appear to be associated with reduction of vandalism, littering, and other antisocial behavior.

Extension of fees beyond those presently authorized should be considered. Even if the administration's proposals had been fully implemented, fees would have only covered a minor part of operating costs about 10 percent in the case of the National Park Service. Possibilities for raising more revenue include raising the maximum fee, shifting from a vehicular to a per person charge, instituting special service charges, charging a fee for all annual passes issued, increasing the annual pass fee, and extending charges to more areas.

Information about the recreation fees consumers are willing to pay and the revenues they generate provide important information about the demands and preferences of consumers and a measure of the value of the benefits they receive. For that reason, public recreation fee policies should provide for recycling a

significant part of the revenue to the recreation sites that generated them. That will facilitate maintaining and improving the quality of settings, facilities, and services at a level consistent with those consumer preferences. This type of fee system also will encourage private investment in recreation enterprises in response to well defined consumer demands on both public and private lands. In this way, fees and the market they help to define will both expand and improve recreation supply more responsively and consistently with recreation consumer demands and preferences.

While the clear objective is that users should directly cover the costs associated with providing the use opportunity, the fee policy may not be equally workable or desirable in all situations for various social, economic and technical considerations. Where this is the case, reasonable flexibility in fee policy should be prudently applied.

3-7. Land exchange should become the primary means for federal agencies to acquire essential lands for recreation where a clear federal role has been identified and demonstrated to be desirable. Agencies should be directed to develop objectives and criteria for guiding exchanges of such federal assets to assure that the land acquired is essential for federal purposes, that it reduces the cost of acquiring and administering the unit, and that it yields greater net benefits than the lands or interests in lands relinquished.

The federal land base is vast and extensive and more than adequate to meet national recreation demands and sufficient to accommodate reasonable local recreation demands, especially as we move toward an integrated policy for recreation development and management on federal lands. There is no need for any extensive federal land acquisition, particularly in view of the need to reduce government spending and deficits.

The more important considerations for federal lands are to provide and maintain facilities and services to accommodate the public demands as they grow on those lands. Before any funds are used for land purchase, federal agencies should first consider other options: donations, acquisition of a partial interest, and exchange and limitations on any amount of land that is acquired. Federal agencies should explore and evaluate the feasibility of a buy-and-sell coordinated approach to land adjustments.

Strategy #4

Encourage Cooperative Partnerships To Expand Recreation Opportunities Close to Home

4-1. Federal landholding agencies should cooperate with communities and states that initiate appraisals of their own local recreation settings and resources to expand recreation opportunities close to home. The demand for outdoor recreation opportunities arises in the neighborhoods, communities, and cities where our people live. There is no national vision superior to the local vision and there is no clearer perception of need than the local demand. Likewise, no federal agency is superior in ability to respond to local nuance or to engage the energies of local citizens than those individuals and institutions who have an enduring interest in the welfare of the local community.

The identification of opportunities to establish such recreation amenities as hiking trails, bikeways, and jogging paths in urban greenbelts and other linear parks should originate in the local community. The beneficiaries of these popular recreation developments are largely residents of the local community, and the planning, management, and funding should likewise remain a local responsibility.

State and local appraisals, assisted with information from federal agencies about nearby federal land, are an effective instrument for generating the needed state and local leadership.

4-2. Federal agencies should identify additional opportunities to participate with states and local communities as well as with local private sector associations, enterprises, and volunteers in supplying recreation settings, opportunities, and activities on federal lands that are part of the supply base for state and local recreation demands. This includes federal agencies not specifically charged with recreational responsibilities but which manage lands that contribute to community recreation opportunities without interfering with their primary mission. As consumer demands for recreation opportunities continue to shift to places closer to home, they call for a stronger state and local role. Furthermore, where federal lands are used to provide for state and local demands, it is important that officials from those governments be involved in developing appropriate strategies to respond to those demands. Cooperative partnerships are needed, and in many cases already exist, to find ways to manage and use federal lands that are both consistent with federal policy and objectives, and contribute effectively to the fulfillment of state and local needs. Such partnerships will increasingly provide for stronger local and state government roles in the investment and development of facilities as well as their operation and maintenance on federal lands.

4-3. Federal recreation agencies should expand the opportunity, satisfaction, and effectiveness of voluntarism on the public lands. The administration should propose legislation to expand volunteer authority and increase flexibility for effective cooperation between the federal agency and the volunteers from the community in which the facility is located. This includes partnerships with non-profit organizations that can improve recreation services to consumers.

Voluntarism and non-profit organizational services are important and valuable ways that citizens can participate in their federal land heritage. Many Americans individually and through various associations and their communities have demonstrated they are ready to contribute their own energies and time in the development and care of those resources and to maintain or improve the quality of the settings, facilities, and services that enhance the recreational opportunities and experiences provided by federal lands. We should continue to encourage this wholesome American spirit of giving and serving which is epitomized by voluntarism among individual citizens and organized groups and non-profit organizations.

Federal agencies should give greater emphasis on advance planning and assurance of adequate travel, food and lodging as well as a sensitivity to the motivations and capabilities of volunteers and non-profit organizations.

Strategy #5

Improved Environmental Quality and Outdoor Recreation Settings

5-1. The administration should continue to seek natural resource and environmental quality improvements through planned annual progress on targeted priorities. We should continue to target resource and environmental programs consistent with the available revenues, the need to reduce federal spending and the deficit and other important national priorities. We should continue to seek environmental betterment through envorcement of protective standards, through effective alternatives to regulation, and establishment of goals that can be reached through planned annual progress. Since 1981 we have brought more that 1,000 lawsuits against polluters of the air, water, and soil. We are making great progress in cleaning up America and keeping it clean.

We are addressing resources and environmental quality on many fronts, probably more so than any time in the past. Resources and environment trends are broadly upward. Our resource managers are generally serving the nation well in this respect. The continued improvement in resources and the environment adds an increment of quality each year to recreation resources.

We have approached this issue in the spirit of cooperation, recognizing that all our goals can best be met if the federal government works with state and local government and the private sector. Where federal programs directly induce adverse long-term impacts on environmentally sensitive lands that cannot be mitigated, we should continue to constrain them. Federal programs should not unnecessarily induce the development of unstable coastline areas, wetlands, and other highly sensitive environments.

5-2. The administration should evaluate, develop, and support legislation to return permanently to the states the primary responsibility for the nation's highway programs. Increased state responsibility for setting priorities in the spending of highway funds will strengthen state highway beautification efforts. The states have consistently demonstrated a commitment to use highways and highway rights-of-way to enhance outdoor recreation opportunities and a willingness to allocate resources to that end. Furthermore, the states are closer to the local communities and better acquainted with such outdoor recreation opportunities than federal officials.

The Secretary of Transportation is encouraged to work with state and federal officials to develop practical options to accomplish this and establish a bipartisan consensus for future highway legislation. This would eliminate the tendency for federal legislative earmarking of large amounts of federally collected highway funds for specific "demonstration" projects and leave project initiation entirely to the states, as has been the tradition.

Conclusion

The Task Force believes that America's communities will be strengthened by an outdoor recreation policy that is grounded in the principles of limited government, respect for private property rights, and encouragement of cooperative voluntary initiative. When America was still a very young country, the French magistrate Alexis de Tocqueville set out on a tour of our nation's communities and kept a journal of his observations about those things that defined the character of the

American people. One was a sense of initiative that was so alien to Europeans of the early 1800's. He wrote:

> Americans of all ages, all conditions, and all dispositions, constantly form associations. They have not only commercial and manufacturing companies, in which all take part, but associations of a thousand other kinds—religious, moral, serious, futile, general or restricted, enormous or diminutive. The Americans make associations to give entertainments, to found seminaries, to build inns, to construct churches, to diffuse books . . . Wherever, at the head of some new undertaking, you see the government in France, or a man of rank in England, in the United States you will be sure to find an association. . . .
>
> I have often admired the extreme skill with which the inhabitants of the United States succeed in proposing a common object to the exertions of a great many men, and in inducing them voluntarily to pursue it . . . . Nothing, in my opinion, is more deserving of our attention that the intellectual and moral associations of America. The political and industrial associations of that country strike us forcibly; but the others elude our observation, or, if we discover them, we understand them imperfectly, because we have hardly ever seen anything of the kind.

His astute observations about the practical, can-do spirit of Americans of his time are no less true today. One great difference is the size and influence of the contemporary federal government. Yet Tocqueville foresaw the consequences of an ever expanding central governing power: "The more it stands in the place of associations, the more will individuals, losing the notion of combining together, require its assistance; these are causes and effects which unceasingly create each other."

As we considered the future of outdoor recreation opportunities in America, our challenge has been to define the proper role for the federal government in the larger national effort to carefully develop our outdoor recreation resources for the diversity of recreational opportunities sought by nearly all Americans. By virtue of its vast landholdings, the federal government has become a massive provider of outdoor recreation opportunities. Yet the vast majority of these lands are remote from many communities where most Americans live, work, and play.

Where the federal lands are close to communities, they expand the recreational choices that people living in these areas may enjoy. In these instances, the proper federal role is to cooperate with states and local communities in assessing their resources suitable for recreation development and in making the federal lands available for expanding local recreation opportunities, consistent with our stewardship responsibilities. This cooperative effort should be extended to private investors who would make suitable partners in the development of recreational facilities and services on federal lands; to volunteers and private associations who would contribute to the public's understanding, appreciation, and protection of the outdoor resources of the federal lands, especially among residents of the neighboring communities; and to other federal, state, and local recreation and resource managers working in the same area who would increase their

effectiveness in the maintenance of public recreational facilities and their stewardship of the public outdoor resources.

For all of America's communities, the vast majority of which are distant from these federal landholdings, the proper federal role is to cooperate with communities and states in the protection of environmental quality generally, in the protection of private property rights, and in removing unwarranted tax, regulatory, and legal obstacles to private landowners and entrepreneurs who are abel to provide outdoor recreation opportunities for their people. Above all, the proper federal role is to recognize those successful individuals, enterprises and voluntary associations that have shown leadership and initiative in creating and expanding recreation opportunities and resource protection in cooperation with the residents, property owners, business establihsments, and political leaders of their communities. By turning the spotlight on these efforts, the federal government can exhort and encourage others to do the same. Such efforts are already an everyday occurrence in thousands of communities and tends of thousands of neighborhoods all across America. But they too may "elude our observation, or, if we discover them, we understand them imperfectly."

The President's Commission on Americans Outdoors discovered dozens, even scores, of such exemplars of community leadership and brought them to national attention. The proper federal role also is to foster the understanding that, from the time of the nation's founding, all progress in the vast multitude of undertakings that Americans have performed every day has been with the assistance of voluntary associations operating freely in this nation of communities.

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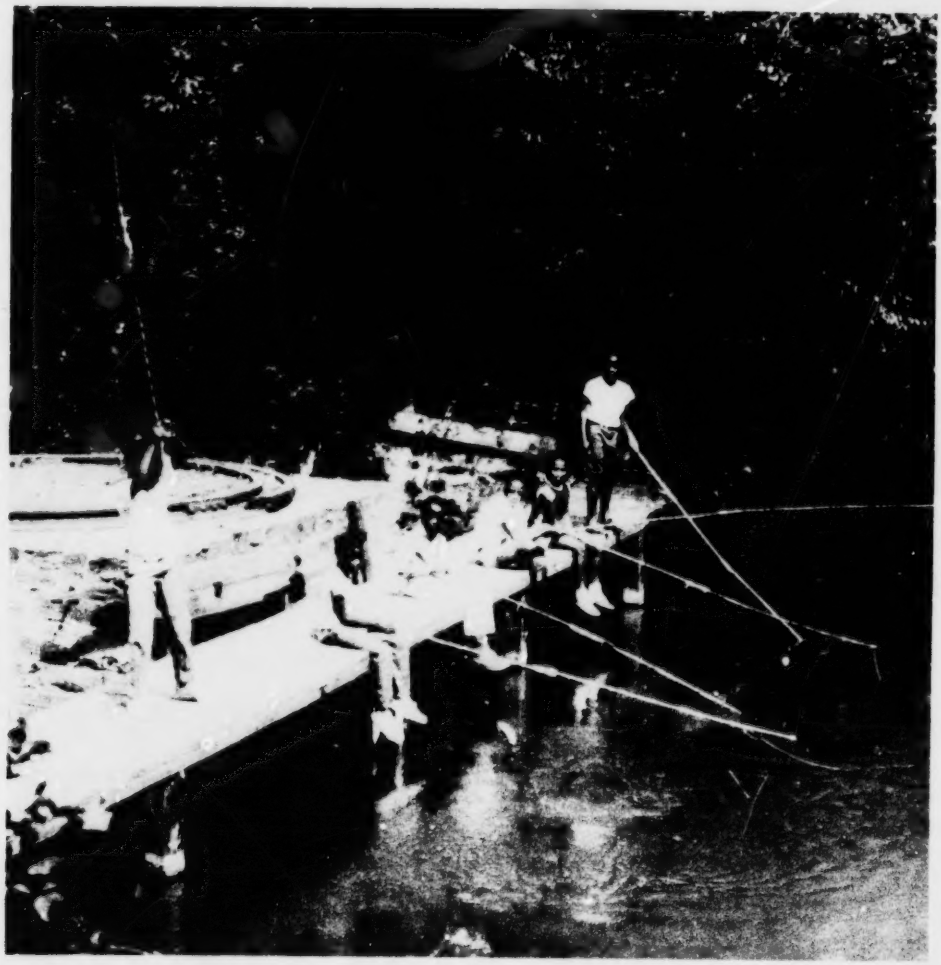
Introduction



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From the beginning of his administration, President Reagan has sparked a social renewal in America, by easing the heavy burden of government regulation and taxation, by trusting our people to manage their own lives, by strengthening their families and reinforcing private sector institutions, and by increasing respect for state and local authority.

Previous policy studies of the Domestic Policy Council have led to standards and principles by which to judge public policy and its effects on the family and on our constitutional framework of federalism. The DPC's Task Force on Outdoor Recreation Resources and Opportunities has been guided by these earlier efforts in its study of the place that outdoor recreation has in the social fabric of America today. Accordingly, we believe that at the heart of our nation's commitment to outdoor recreation must be two principles:

First is the principle of *community*. Outdoor recreation is not isolated from the other important aspects of our national life and its success will depend upon our willingness to adhere to the principles of local origination, implementation, and evaluation of public policy ideas that have proven to be so successful in other areas of our national life. *We are a nation of communities*. The unique combination of innovation, resiliency, and creativity that is the very symbol of American strength exists because of, not in spite of, our national diversity. No master plan of government, no matter how wise or beneficient its authors may think it is, no matter how noble their motivations may be, can substitute for the grassroots commonsense wisdom we find in thousands and tens of thousands of communities all across the country.

Next is the principle of *cooperation*. The principle of cooperation means mutual respect and understanding, the willingness to do all we can to see to it that outdoor recreation programs benefit from cooperation between government and grassroots sources. The private sector and the public sector, the neighborhoods and towns and cities, the counties and the states, the federal government in Washington and individuals and families across America all have to be willing to engage in the cooperative give-and-take that characterizes the American approach to solving problems. This principle of cooperation will work best if we remember that we should first look to private and local sources of strength and innovation and only after we have sufficiently investigated the resources available at those levels, then look to government, beginning with the levels of government closer to us and then to the states and the federal government. Most importantly, it demands that government, at every level, listen to the people first and offer advice afterwards.

We Americans pride ourselves, and quite correctly, on being a pragmatic, problem-solving people, open to the wisdom of new insights as well as that of our national traditions. As a people we have never succumbed to the temptation to seek the One Big Answer. Almost always, it is an answer that spells Big Government. Instead we have sought to solve our problems "where we are," in our communities, and not through some grandiose vision of centralized government, removed from us not only in distance but in understanding of our needs and our capacity to identify and solve our own problems. In outdoor recreation, as in so many other areas of our lives, government has a role to play, but it is as a helper, not a leader, a supporting rather than a guiding role.

The President's Commission on Americans Outdoors has set a future course for outdoor recreation in America with confidence in this nation's strong sense of community and cooperation:

> This report is about Americans—our needs, our potential, our creativity, energy and desires: Americans in communities across the nation, working together to find imaginative new ways to make their own communities the kinds of places in which they want to live, work and play; helping each other as volunteers; teaching their children. They are America's strength, and it is to Americans in communities across the land that we look for leadership to meet our needs of tomorrow. (*Report and Recommendations*, p. 3.)

Building on this confidence in community leadership, the Task Force has proposed an outdoor recreation policy to strengthen America's communities. It has sought to identify the myriad ways in which Americans—local government leaders, individual citizens, private employers and developers, schools, local conservavation groups, service clubs, and volunteers—have created outdoor recreation opportunity for their communities and to determine how the Reagan Administration's recreation policies can expand that creative spirit. The Task Force proposals are intended to foster cooperation with and among local and private efforts to make the most of a community's existing resources for their full recreation potential.

The Task Force also reviewed the current recreation activities administered by executive departments and agencies. One-third of the nation's land is owned by the federal government and represents an enormous recreation resource. The Task Force proposals to better integrate the development of this enormous potential on federal lands for outdoor recreation have emphasized making the most of existing federally owned lands, rather than acquiring more, by improving the quality of recreation services and resource protection.

The Task Force report includes five chapters. Chapter 1 reviews the origins of America's outdoor heritage and the historical development of a public outdoor recreation policy, including the report of the President's Commission on Americans Outdoors. Chapter 2 reviews the administration's own accomplishments and initiatives that have encouraged stewardship and expanded recreation opportunities, especially on federally owned lands. Chapter 3 provides an overview of the public demand for outdoor recreation, and Chapter 4 describes the resource base and its potential to supply the diversity of recreation opportunities sought by the American people. Finally, Chapter 5 identifies the policies that will help the American people to fulfill the recreation potential of our outdoor heritage and to strengthen America's communities.

If we keep before us a vision of community, cooperation, and flexibility, utilizing all of our strengths, public and private, our nation of communities can create a golden age of outdoor recreation.

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Chapter 1 America's Recreation Heritage and Its Development

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The outdoors is a precious American heritage. The westward exploration and settlement of the United States played an important role in shaping American character and culture and our identity as a land of liberty. It also profoundly shaped the way we view the outdoors. Today's active participation by nearly all Americans in a wide range of outdoor recreation settings, opportunities, and experiences is the modern expression of that heritage. Outdoor resources and recreation are important fibers of American vitality and character.

A Nation of Communities and Neighborhoods

America grew up in the outdoor environment. The agrarian culture, living close to the land and its resources, dominated American life from the time of settlement into the early 20th century. At the nation's founding, over 90 percent of Americans lived on farms. In 1940, our population reached 132 million. Many still lived close to the land. Nearly 44 percent lived in 13,288 rural communities with less than 2,500 people or on farms and other unincorporated rural locations; almost a quarter were farm people. An additional 22 percent of the population lived in 3,265 towns and communities with 2,500 to 50,000 people. The balance, 34 percent, lived in 199 cities with populations of over 50,000 people.[1]

By 1980, our population had risen to 227 million and 74 percent were classified by the Census Bureau as living in urban or urbanizing places. But two-thirds of our population still lived in small towns and communities and unincorporated urbanizing, as well as rural, places. Less than 3 percent of the population lived on farms or ranches. The total number of urban and rural places with less than 50,000 people increased 25 percent, to 20,780. The number of cities larger than 50,000 rose to 463, but they still constituted only 34 percent of our population.[2] These smaller communities have a higher per capita recreation participation than the metropolitan cities. That is an important aspect of both the demand and supply discussion later.

Both our cities and communities have always been characterized by many smaller neighborhoods, the places where most of our population grew up. As a nation, we have always prided ourselves in our origins and our neighborhood roots and values—the esteem we hold for neighborhood living standards and respect for our neighbors' rights and property. Those attitudes and qualities are increasingly important to us as a nation as our environmental quality interests and recreation pursuits lead us to seek better living experiences in the outdoors—at home, in our neighborhoods and communities, and across the great and expansive landscape we call America.

The Essence of Outdoor Recreation

Outdoor recreation means many different things to the American people. Americans find outdoor recreation in gardening in their backyards or caring for their front lawns, jogging in their neighborhoods, picnicking in their parks, diving in a pool or wave, taking a weekend drive, playing ball after work or school, viewing the scenery from a roadside overlook, hiking up a hill or climbing a mountain, skiing downhill or cross-country, fishing, hunting, camping in a state park or a remote wilderness, feeding birds at home or photographing them in the wild, sunbathing on a sandy beach or beside a rooftop pool, and much more. Underlying this great diversity is one common denominator—outdoor recreation as the expression and measure of our freedom and leisure to enjoy life for all its worth. It is a source of spiritual uplift and contentment, social sharing, mental refreshment, physical challenge and renewal or simply a welcome rest. It heals, soothes and

removes the drudgery from the daily work routine. Whatever it may be, outdoor recreation is a leisure moment outdoors, freely enjoyed. It has no boundaries and no bounds beyond those of wondering and wandering in the outdoor environments—not even the spacious skies, the majestic purple mountains, the sunrise or sunset, and the ever-changing seasons—which bring a new dimension to each moment and each day. Outdoor recreation is life rejoicing in the outdoors.

Outdoor Recreation to the Early Twentieth Century

During most of our historical development, outdoor resources were abundant compared to population. We used our natural resources and then learned to conserve them as our population grew and we continued to build a strong nation. Most recreation was found close to home. Leisure time was more limited then and traveling long distances was slower and more difficult. Yet we explored our boundaries as we grew and recorded our resources and natural wonders in our art and poetry and literature. Inspired and intrigued by works of Albert Bierstadt, Clarence King, William Cullen Bryant, Thomas Moran, Mark Twain, and many others less well known today, many Americans took time to travel and visit the more remote natural and unique attractions of this new nation.

Our agrarian heritage and growing knowledge and experiences with our resources linked us closely as a nation to the values of self-reliance and the outdoors—the seas and seashores, lakes, rivers, and streams; the fields, farms, and ranches; the prairies, plains, and forests; the mountains and deserts and their valleys, canyons, and sunsets; their peaks and glaciers; their fish, wildlife, and landscapes. Where we built our communities, we strived to capture, retain, and even exceed that natural heritage with gardens, lawns, trees, and shrubs, as well as local parks and playgrounds to enhance the aesthetic and amenity qualities for daily living. We took pride in America and our quality of life then as we do now.

Two-thirds of our land was at some time held by the federal government in the public domain. Over the years, most of the public domain was transferred to our growing population to encourage national development. Throughout the 19th and early 20th centuries, settlers saw the public domain lands as a place of opportunity and the means to fulfill their dreams for independence and personal welfare. Through widespread private ownership, hard work and development of the public domain, Americans created great wealth and a healthy optimism for the future that is with us yet.

Nevertheless, almost from the beginning, it became our national objective to reserve part of this vast domain for parks and other purposes. Reserves for park uses were among the notable early actions. Many of the reserves established for other purposes later developed important recreational values and uses.

National Parks

Public interest in lands of extraordinary beauty and uniqueness led to setting aside the Hot Springs area of Arkansas in 1832 that later became the Hot Springs National Park. In 1864, the lands that eventually became Yosemite National Park were granted to the State of California "for public use, resort, and recreation." Yellowstone Park, a vast area of 2.2 million acres, was set aside in 1872 "as a park or pleasuring ground for the benefit and enjoyment of the people." That action also conveyed authority to the Secretary of the Interior to manage park reserves, long before most of those lands could be accessed and widely used by the American people.

Addition of three more parks by 1900 almost doubled the acreage set aside in Yellowstone Park. In 1916, we established the National Park Service and defined a concept for a system of national parks for the American people. It included national monuments authorized in 1906 to preserve prehistoric and historic sites and relics, geologic spectacles, botanical reserves and wildlife reserves. By 1920, the National Park System had again more than doubled. Then, it was largely a western system with only two of its 37 diverse units east of the Great Plains—Acadia National Park in Maine and Hot Springs in Arkansas. But as it grew, it expanded to the East. By 1933 there were 63 units with eight additions in the East including the Great Smoky Mountains and Shenandoah Parks in the Appalachians, Mammoth Caves in Kentucky, and Isle Royale in Michigan.

Reorganization of the federal government in 1933 consolidated 53 additional units into the Park System, including 40 areas in the East, mainly historical and memorial sites having park values. By 1945, the National Park System area had doubled again, within the 48 contiguous states—144 units totalling almost 20 million acres. The first national parkways and the first national seashore, Cape Hatteras, had also been added. In the Territories of Alaska and Hawaii, there were five additional units with several million more acres.

As we rapidly enlarged the National Park System, we also broadened its geographic scope and the variety of recreational, aesthetic, and historical attractions. The national foresight in this expansion is reflected indirectly by its use. Until after World War II, the National Park System remained largely unaccessible to most Americans for a variety of reasons. In 1942, for example, there were only 6 million reported visits, dampened somewhat by the war emergency.

National Forests

The general reservation of federal lands accelerated at the end of the 19th century and into the 20th. This was a response to rising concerns over the suitability of the remaining public domain for agricultural uses and to the growing focus on conservation or wise use and management for those lands. It was also influenced by fears that further transfers of the forested lands of the remaining public domain to private ownership could ultimately lead to a future national lumber supply shortage, or as it was often referred to, a "timber famine."

The most extensive reserves emerging from those times were the national forests, first proclaimed in 1891 and rapidly reaching 160 million acres by 1920. Congress provided for the use and management of these reserves in 1897 and administration by the Forest Service within the U. S. Department of Agriculture in 1905. Water resource protection, timber supplies, grazing, and minerals were the most important uses at the time. But wildlife, fish, recreation, and scenic landscape potentials were also recognized. This emphasis on management and use was a sharp contrast to the preservation of the most unique, spectacular, and extraordinary lands and landscapes for parks. Under professional stewardship, national forest management philosophy quickly evolved into the principles of multiple use and sustained yield for the renewable resources of water, timber, recreation, wildlife, and range forage with emphasis on the greatest good for the greatest number of people over time.

The Weeks Act of 1911 extended the National Forest System into the eastern states. It authorized establishment of new national forests at the headwaters of navigable streams to abate the influence of deforested land on periodic flooding of towns and cities and to provide for sustained supplies of timber. By 1945, some 20 million acres had been added in the East in almost all states and Puerto Rico. Most additions came after 1933 and were linked to the federal policy to acquire low productivity farmlands and cutover forest lands that were being abandoned for taxes during the Depression.

Total recreation visits to national forests were about 5 million in the early 1920's and over 15 million by the 1940's. Like the national parks, the intensity of recreation use remained at a low level until after World War II.

Wildlife Refuges

The National Wildlife Refuge System is the world's largest network of lands managed for fish and wildlife conservation. Although the refuge system traces its lineage back to some of the early wildlife reserves withdrawn from the public domain in the late 1800's, actual establishment of the first unit of the modern National Wildlife Refuge System dates from 1903, when Florida's 3-acre Pelican Island was designated as a refuge for colonial nesting birds by President Theodore Roosevelt. While managed under the "dominant use" concept specifically to benefit wildlife, other economic and public uses are allowed on refuges if they are compatible with wildlife conservation objectives. Today, fully half of the nation's 443 national wildlife refuges are open to big game, small game, waterfowl, or upland bird hunting and fishing.

Other Federal Reserves

Other federal reserves set aside as water power and reservoir sites and for land reclamation also provided an important resource base for outdoor recreation. Such reserves totalled 21 million acres in 1920, and with the completion of the Hoover Dam of the Boulder Canyon Project in 1940, the way was opened for expansion of water-based recreation as federal reservoir development accelerated. Additional federal water resource developments outside these reserved lands, such as the Army Corps of Engineers projects and the Tennessee Valley Authority project, similarly expanded federal water-based and related recreation opportunities in the East beginning in the 1920's and 1930's.

The Taylor Grazing Act in 1934 effectively closed the remaining public domain to further transfer to private ownership. It also created the Grazing Districts, which initiated steps toward orderly management of 142 million acres of former open range grazing in the public domain. Later, in 1946, the General Land Office of 1912 and the Grazing Service of 1934 were combined under a single agency known as the Bureau of Land Management within the Department of the Interior. With this change came the realization that the public lands were valuable for a variety of uses, including recreation. Some 334 million acres were retained as public lands, which represent almost half of all federal land held in public trust that all Americans can use, share, and appreciate.

State Parks

The concept of state parks emerged at the end of the 19th century. Like the federal government, states had also reserved forests and other areas for various purposes. The best claim to the first full-fledged state park is attributed to the

Niagara State Reservation, established in 1885, at the international site of Niagara Falls in New York State. It was a very popular place for recreation visits from all parts of the country and many parts of the world. In the same year, New York also established the Adirondack and Catskill State Parks encompassing 2.25 million acres of state and private lands. The state lands were declared a wilderness preserve to remain "forever wild."

Toward the turn of the century, more states set aside historic, scenic and recreational areas for parks. Massachusetts established Mount Greylock in 1898. Minnesota acquired two parks in 1893—Birch Coulee, a Sioux battleground, and Itasca at the headwaters of the Mississippi River. The Palisades Interstate Park, administered by New York and New Jersey, was established along the lower Hudson River in 1895. California initiated Big Basin Redwoods State Park in 1900.

Such state initiatives, the national park movement, and the activities of nature advocates and outdoor interests, gave momentum to the development of state and local park systems. A nationwide campaign emerged slowly under the general leadership of Stephen T. Mather, the first Director of the National Park Service. In 1921, supported by the Secretary of Interior, John Barton Payne, and Governor W. L. Harding of Iowa, he was able to convene a National Conference on State Parks in Des Moines.[3] Two hundred delegates—mostly private citizens—participated from 25 states. The success of the National Conference on State Parks established it as a permanent institution. In 1965, the National Conference on State Parks merged with four other national organizations of park administrators and recreation experts to form the National Recreation and Park Association, a group serving national, state and local parks.[4] State parks in the 1920's numbered only a few million acres in a few states with the bulk of the acreage in the most populous state, New York.

The movement to expand parks was uneven among the states, but strongest in the North and on the Pacific Coast. The Civilian Conservation Corps (CCC), established in 1933, accelerated these developments. In 1935, 884 camps served state parks and forests in almost every state. That compared with 115 CCC camps in national parks and 747 camps in national forests. The CCC provided landscape architects, engineers, foresters, biologists, historians, architects and archeologists. They contributed much to the development of access and facilities among the state park and forest systems. Some states, such as New Mexico, that did not have any parks were able to establish them with CCC assistance. In 1950 there were 1,725 state parks, encompassing 4.7 million acres and a reported total attendance of 114 million visitors.

The CCC's also contributed a great deal to the development of access and facilities within the National Park and National Forest Systems. Many of the CCC works have served these systems and state parks to the present day. Established as a federal unemployment relief program, the CCC made an enormous contribution to the construction of facilities and development of outdoor recreation opportunities on publicly owned parks and forests throughout the nation.

Fish and Wildlife

Fish and wildlife have always been important resources in America for both utilitarian and recreational purposes. Before the Civil War, most states had laws governing seasons for various game species. They were the result of organized

efforts of sportsmen in larger towns and cities and a few scientists and nature enthusiasts. Rural counties and towns where the game was found, however, exempted themselves from those laws. Effective enforcement was lacking. Through most of the 19th century, free unconstrained hunting access remained a strong cultural value in rural areas where the fish and wildlife were found.

The concept of a central authority to manage fish and wildlife did not emerge until 1871 when Congress established the U.S. Fisheries Commission and authorized it to rehabilitate depleted fisheries. By 1880 almost all states had done the same. In 1885 Congress established a forerunner of the Bureau of Biological Survey within the Department of Agriculture to study birds and mammals. By 1910 most states had an agency protecting wildlife and fisheries. Raising game fish at hatcheries and stocking ponds, lakes, and streams was widely successful though limited. That success led to initiatives to stock game birds. The Chinese ringnecked pheasant, first introduced in Oregon in 1881, became widespread in the northern states from coast to coast by 1900. Wildlife agencies then began to focus their attention on small game, birds, and mammals. Due to lack of effective regulation of hunting and to the destruction of habitats, mainly in the East, big game were scarce in many areas. Bison were protected and had an assured survival in national parks and federal refuges.

The control of market hunting, licensing of hunters, and wildlife conservation began to increase notably after 1900. Congress brought the federal government into the effort with legislation prohibiting interstate shipment of wild birds and animals or their products with enforcement by the Biological Survey at the U.S. Department of Agriculture. The Migratory Bird Act of 1918 gave the President authority to enter into international agreements to protect migrating birds and provide federal management. Spring shooting was ended and the Biological Survey regulated shooting seasons. Migratory bird treaties were signed with Great Britain (for Canada) in 1916.

States estimated 6 million hunters were licensed in the early 1920's, double the number in 1910. Game laws and enforcement were progressively strengthened. Hunting and fishing seasons as well as creel and bag limits were greatly reduced. The Federal Duck Stamp Act in 1934 provided funds from hunting permits to acquire and develop wetlands for a national system of migratory bird refuges. Cooperative wildlife programs with states were established, offering federal funds to state land-grant colleges to conduct research with the support of state wildlife agencies and the American Wildlife Institute (now the Wildlife Management Institute). Federal aid for wildlife restoration was further expanded by the Pittman-Robertson Act in 1937. It allocated revenues from the 10 percent excise tax on sporting arms and ammunition to states for wildlife research and land acquisition, development and maintenance for wildlife. The Act is notable for requiring that states enact enabling legislation prohibiting use of hunting license revenues for any purpose other than the administration of their fish and wildlife agencies. In the 1940's, 38 states acquired 900,000 acres of refuges and management areas. Deer, pronghorns, elk, mountain goats and sheep, moose, bear, beaver, and turkey were restocked.

Wilderness

The concept for wilderness area reservations emerged in 1924 when the Forest Service established the first official system for designating selected primitive areas.

In 1939, 75 areas encompassing 14.2 million acres of national forests had been classified as primitive. More restrictive regulations developed in 1939 returned these areas to their previous status, pending reclassification. By 1942, four areas totaling 1.4 million acres were set aside as primitive.

Private Recreation and Conservation Organizations

Many widespread private interests in recreation and protection or preservation of natural attractions emerged in the late 19th and early 20th centuries and became an expression and often an active part of the conservation movement of that period. Among the earliest organizations dedicated to recreation and aesthetics of natural attractions was the Appalachian Mountain Club formed in 1876. In the West, the Sierra Club was formed in 1892 by John Muir and a small group of mountain climbers and others fond of the Sierra Nevada and anxious to protect the newly established Yosemite Park. Similar western hiking clubs were formed in other states: the Mazamas of Oregon in 1894; the Mountaineers of Washington in 1906; and the Colorado Mountain Club in 1912.

The American Forestry Association was formed in 1875 by a group of horticulturists and nurserymen concerned with forestry conservation. It pioneered in urging the establishment of federal forest reserves. The Connecticut Forestry Association was formed in 1895 and the Massachusetts Forestry Association was formed in 1898. Similar forestry organizations emerged in other states. A broadening of purpose was effected in Connecticut, Massachusetts, and some other states as these organizations became Forest and Park Associations in the 1920's and 1930's.

The Michigan Audubon Society was established in 1904 to promote an interest in "native birds for their great economic, cultural, and recreational value," to conserve wildlife and the natural beauty of Michigan and to cooperate with other organizations. In addition to its promotion activities, this Society maintains a small but significant system of wildlife sanctuaries and refuges totaling about 2,500 acres. Similar State Audubon organizations were formed in many other states and the National Association was formed in 1905.

The Trustees of Reservations (TTOR) was founded in Massachusetts in 1891 as the first private land trust organization. Its purpose is to preserve the State's beautiful and historical places and tracts of land." TTOR has acquired and is custodian for 71 properties from the Western Berkshires to Cape Cod, Martha's Vineyard, and Nantucket, totaling 17,772 acres. It also protects 78 additional areas through conservation easements. TTOR served as the model for the creation of similar trusts elsewhere, beginning in 1894 with The National Trust for Places of Historic Interest or Natural Beauty in England, which adopted its articles of establishment directly after TTOR's. The National Trust for Scotland in 1935 and the U.S. National Trust for Historic Preservation in 1949 were also patterned after TTOR. There are currently over 600 land trusts operating throughout the United States preserving over 750,000 acres through fee ownership or conservation easements. Most of these are local efforts although some are statewide, and the majority have annual budgets of less than $5000, although a few have budgets in excess of $1 million. Most have very small full time and part time staffs and rely extensively upon local, volunteer help.

The Nature Conservancy is a similar trust but with a more limited objective operating in all the states as well as Canada, the Caribbean, Latin America and

other parts of the world. It is a private non-profit organization dedicated to preserving critical habitats and the variety of life they shelter. It is an outgrowth of the Committee for the Preservation of Natural Conditions established in 1917 by the Ecological Society of America. Its first acquisitions did not begin until 1953, after experimenting with various methods of natural area preservation. Since then The Nature Conservancy has been involved in 4,759 projects comprising over 2.9 million acres. In 1986, The Nature Conservancy received $73.4 million in cash receipts and completed an all-time record of 538 protection projects on 353,560 acres. Today, The Nature Conservancy manages the largest private sanctuary system in the world, with nearly 1,000 owned preserves.

The private interest in the conservation and preservation of natural beauty, wildlife, and recreation settings and opportunities has spawned many more organizations at the national, regional, state and local levels, which are represented by those briefly reviewed above. They range from the Garden Club of America founded in 1913 to the Wilderness Society founded in 1935. They include many associations of suppliers of recreation opportunities, facilities, equipment and services that emerged largely in the post World War II period when recreation demands soared.

The Postwar Recreation Explosion—1945 to 1985

Beginning with the end of World War II, America experienced an explosion in outdoor recreation use that did not culminate until the mid-1970's. As the soldiers came home from the battlefields and started their families, the need for outdoor recreation emerged strongly and rapidly. The nation's population was growing in unprecedented numbers. Fifty-two million people were added to the population between 1950 and 1970, raising the total to 204 million. This growth continued into the 1980's, with a 1.1 percent increase in the 1970's and a 0.8 percent increase in the 1980's.

We were still shifting in the 1940's from our rural orientations as a society to a more highly industrialized nation. The average workweek declined to 40 hours, with most workers having a two-day weekend for leisure activities. We had more disposable dollars to spend for recreation as personal and family incomes rose rapidly. Access to recreation resources was easier with more cars, cheap fuel, and better highways, especially the Interstate System. Outdoor recreation was now available to middle and lower income groups.

Recreation Growth on Public Lands

Recreation on public lands rebounded rapidly to prewar levels, then continued to accelerate. Shifting populations to the West and Southwest increased use of public lands and resources, particularly adjacent to highly urbanizing areas and growing cities such as Southern California, Phoenix, Albuquerque, Salt Lake City, and Las Vegas. Increasing affluence, leisure time, high-tech equipment, and the use of off-highway vehicles dramatically influenced the way Americans recreated.

Almost a billion acres of public land were available for recreation use. The CCC and other Federal relief programs of the 1930's had effectively equipped thousands of city, state, and national park and forest areas with good quality transportation access and recreation facilities. Yet no one was prepared for the recreation boom following the war. The burgeoning use quickly outgrew the 20-year-old public facilities and began to press on the undeveloped recreation resources as well.

Federal recreation lands shared in much of the exploding use. Visitation to the National Park System accelerated at 8 percent annually, rising from 50 million visits in 1950 to 72 million by 1960. Expanding use made national park maintenance and development projects, deferred during the war, a new priority. The major national park response was Mission 66, a 10-year rehabilitation and capital development program begun in 1956. Its goal was to improve the System's facilities and resource preservation for its 50th anniversary in 1966.

Visitations to the National Forest System rose 12 percent annually from 18 million in 1946 to 93 million by 1960. This huge surge in use was in large part made possible by improving access to national forest recreation resources provided by the developing national forest road system. National demands for emergency war materials in the 1940's and for new housing materials in the 1950's accelerated the demand for national forest timber resources, which in turn, required rapid development of road access. That access, combined with over 100,000 miles of supplemental foot and horse trails, built largely to protect forest resources against forest fires, opened extensive areas of national forests for public recreation use. This improved access and a growing public interest in natural areas brought an increase in back-country use. The developed campgrounds and picnic areas served both as destinations in their own right and as "jumping-off points" to recreate in less developed areas.

Visitations also rose markedly on the public lands administered by the Bureau of Land Management—from a few million after the war to a peak of 50 million by 1980. Federal reservoir systems developed for flood control, water supply, navigation, and power production became prime public recreation resources in the postwar era. These lakes and waterways and their surrounding lands experienced the fastest rate of growth in recreation use occurring on all public lands. Attendance at Army Corps of Engineers reservoirs jumped from 26 million in 1952 to 95 million in 1958. That rapid growth was in part a response to addition of 57 projects to the system by 1956. Recreational use of reservoirs and lands administered by the Tennessee Valley Authority also surged, rising from 10 million visitor days in 1947 to 40 million in 1956. (Recreation use data for Bureau of Reclamation reservoirs are included with the use reported for the federal, state, or local agencies that administer the recreation use for reclamation projects.)

Recreational use of national wildlife refuges likewise rose rapidly, more than doubling from 3 million visitor days in 1951 to 8 million in 1956. The biggest gains were in uses other than hunting and fishing, such as picnicking, swimming, and wildlife observation.

State wildlife management programs expanded rapidly. Most of the lands administered by these programs were open to public hunting and fishing. The number of hunting licenses sold increased from 12 million in 1946 to 15 million in 1970. Fishing licenses sold increased from 11 million to 25 million.

The states were generally ill-prepared for the postwar boom in recreation. They had been weakened administratively and economically by the Depression and then distracted by the war. Attendance at state parks grew after the war and totaled 259 million by 1960. Municipal and county park and recreation areas expanded from 17,000 in 1950 to 25,000 in 1960. Their area increased 50 percent to over a

million acres. Total professional personnel serving the local parks rose from 25,000 in 1940 to 100,000 by 1960; full-time professional staff rose from 3,600 to 9,200. Thus, demands for outdoor recreation were burgeoning at local levels as well as on federal lands.[5]

Outdoor Recreation Resources Review Commission

Growing national concern over the increasing pressure on public recreation resources led to the establishment of the Outdoor Recreation Resources Review Commission (ORRRC) in 1958.[6] The Commission, chaired by Laurance S. Rockefeller, had 15 members—seven appointed by President Eisenhower and eight members of Congress (two senators and two representatives from each party) appointed by the head of their chambers. ORRRC developed its information base through a series of contract studies. No public hearings or outreach activities to the general public were included. Formal public involvement was not generally a feature of the government process at the time. However, the Commission did enlist a formal advisory council of 15 liaison officers of federal agencies with outdoor recreation roles and 25 private citizens representing geographic and special group interests. The ORRRC studies continued for three years.

ORRC recommendations fell into five areas: (1) a national policy to define roles and responsibilities among providers, (2) guidelines for managing outdoor recreation resources, (3) expansion and revision of existing programs to meet rising needs, (4) establishment of a federal outdoor recreation bureau, and (5) federal grants-in-aid to states. These recommendations guided national and state recreation policy in the next two decades and many ORRRC proposals became realities.

National systems of wilderness areas, recreation areas, trails, and wild and scenic rivers were established. Many recent additions to these designated recreation systems involved substantial private inholdings subject to land use planning and regulation. Specialized recreation designations also raised the level of public use at these units. The Land and Water Conservation Fund added nearly 5.6 million acres of parks and other public recreation lands and facilities to local, state, and federal holdings, mainly in the East. Federal assistance enabled states and localities to acquire places of exceptional scenic, historic, recreational, or natural value. More than 100,000 acres of excess federal land were transferred to states and communities for park and recreation uses.

The ORRRC report was the product of an era when America looked to government, especially the federal government, as the means to resolve many of its problems. The public mood and low inflation were favorable to government expansion and open-ended growth. The economic gains of the 1960's and 1970's further stimulated participation in outdoor recreation.

The Merging of Recreation Interests with Environmental Quality

As the ORRRC recommendations were being addressed, new public concerns emerged about natural beauty, water and air pollution, and the management of our natural and cultural resources, which were reflected in the National Environmental Policy Act of 1969 and the establishment of an independent Environmental Protection Agency in December 1970.

Throughout the 1970's, Congress accelerated the enactment of wide-ranging legislation to protect and manage these resources. Much of this legislation affected

outdoor recreation. The goal of the 1972 Clean Water Act was to make the nation's lakes and streams fishable and swimmable. The 1970 Clean Air Act, originally focusing mainly on urban air quality, later developed ramifications for management of non-urban outdoor recreation by calling for maintenance of visibility in certain areas, including attention to scenic vistas. Thus, from ORRRC's early emphasis on the acquisition of recreation lands, attention increasingly turned to protection and management of the quality of the environment generally. Outdoor recreation became intertwined with environmental quality issues, which remain near the top of the public policy agenda.

As attention turned to issues of environmental quality and resources protection, public interest in the health and fitness benefits of recreation enjoyed a modern renaissance. In the 1970's, Americans took to the roads and trails, forests, and athletic fields for these benefits. Other benefits of outdoor recreaiton were advanced as recreation use of leisure time became linked to job satisfaction and productivity and family and social cohesion.

Emergence and Expansion of Special Use Designations for Federal Recreation Areas

The national designation of lands and waters for specialized recreational uses as dedicated federal recreation areas greatly expanded in the postwar period and into the 1960's and 1970's. Such designation, encouraged by the recommendations of the 1962 ORRRC report, progressed amidst continuing public debate about the proper balance of amenity uses on federal lands with commodity production.

Much of the early debate centered around wilderness preservation. Despite the Forest Service's early initiatives for wilderness designation before World War II, wilderness interests entered the postwar era with a growing uneasiness over the long-term availability of existing wilderness. Their concerns stemmed largely from the rate of timber harvesting and roadbuilding on national forests. The wilderness interests called for uniform national standards to preserve and classify the wilderness resources and Congressional designation of wilderness areas. Commodity interests called for maintaining the multiple resource management principle and withholding lands from wilderness designation that could contribute to the nation's commodity needs and economic growth.

Eight years of debate culminated with the passage of the Wilderness Act of 1964 and the establishment of the National Wilderness Preservation System. It designated as wilderness 54 national forest areas totalling 9.1 million acres. Another 54 national forest primitive areas with 5.5 million acres and all National Park System and National Wildlife Refuge System roadless areas over 5,000 acres were designated as study areas to be evaluated for their suitability as wilderness.

Strong public support for the wilderness cause continued to be persuasive to the Congress. By early 1975, legislation had been enacted to add wilderness units in the East. This eastern wilderness legislation added 207,000 acres in 16 areas to the National Wilderness Preservation System and identified 125,000 additional acres in 17 other areas for study. Subsequent legislation has expanded the total System to nearly 90 million acres, of which 64 percent is in Alaska.

In 1976, Congress enacted the Federal Land Policy and Management Act, which required the Bureau of Land Management to assess the nation's public lands for potential wilderness designation. The BLM is currently studying approximately 24

million acres for possible inclusion in the wilderness system. In addition, the Forest Service, National Park Service, and Fish and Wildlife Service also have areas under wilderness study, though fewer areas, because most agency lands have been previously studied. An expeditious congressional decision on these study areas would facilitate protection of designated wilderness areas and would permit the return of the remaining areas to an expanded array of recreational uses.

Special use designations were also extended to other federal lands with unique or outstanding qualities for recreation use. Since 1965, separate acts have established 28 National Recreation Areas and 3 National Scenic Areas on federal lands having outstanding outdoor recreation opportunities, aesthetic attractions, and proximity to potential user populations. Federal agencies also administratively designated for outdoor recreation other areas with attributes meriting special management emphasis.

In 1968, the Wild and Scenic Rivers Act created a national system of rivers to preserve streams with extraordinary scenic, recreation, geologic, fish and wildlife, historic, and cultural benefits in a free-flowing condition. Presently, 75 river segments totalling 7,709 river miles have been incorporated into the system. The National Trails System Act of 1968 authorized national scenic, historic, and recreation trails to provide for a variety of outdoor recreation uses and for the conservation and enjoyment of the natural and cultural qualities of the areas through which the national trails pass. There are now 784 National Trails totalling 32,200 miles crossing the continent from east to west and north to south.

The number of units in the National Park System likewise grew during the postwar period; they have tripled to 341 units, with 79.8 million acres. Relatively small units such as national historic sites and memorials comprise over a third of the total units. Although 52.5 million acres are in Alaska, newer units include a number of national recreation areas, lakeshores, and seashores located within an easy drive of metropolitan areas, both in the East and West.

Multiple Use Management Policy Reemphasized

Multiple use management was re-emphasized for national forests in the Multiple Use and Sustained Yield Act of 1960. These principles were extended to the public lands under the Bureau of Land Management by the Classification and Multiple Use Act of 1964. The Forest and Rangeland Renewable Resources Planning Act of 1974, as amended by the National Forest Management Act of 1976, and the Federal Land Policy and Manage- ment Act of 1976 provided for long range integrated resource planning for lands administered by the Forest Service and Bureau of Land Management, respectively. Planning for amenity resources, such as fish and wildlife, visual quality, outdoor recreation opportunities and watershed protection, were emphasized along with commodity production for range forage, timber, energy and minerals. The role of these resources in economic development was also recognized.

Recreation Trends on Public Lands After ORRRC

Total visits to federal recreation areas continued to rise in the 1960's, 1970's, and 1980's, but the rate of growth in visitations slowed after the mid-1970's to an average of about 3 percent.[7] Total visitor hours of use at federal sites, however, have indicated some leveling and even a slight decline since the mid-1970's. The continuing but slowing increase in numbers of visits and the apparent decreased length of stay since the mid-1970's are likely the products of several changes in

consumer tastes and preferences. Generally, across all suppliers of recreation opportunities, users of outdoor recreation are taking shorter trips and more trips, but they are closer to home. Also, site visitors taking more distant trips are using commercial accommodations more frequently and not over-nighting at federal sites as often. This general pattern varies among the federal agencies providing outdoor recreation and is explained in more detail in the chapter on outdoor recreation demand. The level of recreation use on federal lands, nevertheless, remains at near record highs, about 550 million visitor days of use a year, indicating strong continuing user demands for federally provided recreation opportunities and facilities.

State, County, and Municipal Parks

State parks have grown substantially in number and area in the postwar period. In 1970, they numbered 3,425 with a total area of 8.6 million acres. Visitations exceeded 482 million. Management of the state parks was increasingly shifted into the hands of professionally trained park and recreation managers. Their professional staff rose from 500 in 1940 to 3,400 in 1970. State parks continued to grow in area and visitors. In 1984, they included over 10 million acres and reported visitors were 666 million. The average visitation growth rate after 1970 was 2.4 percent a year somewhat less than that for federal lands. Visitor day use data on state parks is unavailable.[8]

Municipal and county park and recreation areas likewise expanded after the ORRRC initiative. Their number rose to more than 31,000 by 1970 and their area was reported at 2 million acres in 1972. By 1986 their area had increased to 5.8 million acres. Not included in the latter acreage were an additional 3.3 million acres in forests, fish and wildlife sites, historic, cultural, and designated natural areas, reservoir sites and other lands available for public recreation use. The total county and municipal recreation areas numbered 84,799 in 1986. This number reflects some broadening of the local recreation use category and improvement in the quality of the statistics, as well as substantial growth in the supply of local outdoor recreation opportunities.[9]

Wildlife

In 1984 state leases and cooperative agreements for wildlife management covered 4,400 areas totalling almost 40 million acres of federal and private lands in all 54 states and territories. Practically all the acreage was available for hunting. Over 560,000 acres were being developed or managed as wildlife refuges.[10]

The National Wildlife Refuge System also expanded in the postwar period. There are now 443 refuges in 49 states and 4 territories. Excluding Alaska, they total 11.3 million acres. The 16 federal refuges in Alaska total 77 million acres. In addition, the refuge system includes 150 federal waterfowl production areas with 1.7 million acres. The passage of the Endangered Species Act in 1973 has further obligated the nation to protect native animals and plant species whose survival is threatened or endangered through all or a part of their range. The Department of the Interior reports 222 recovery plans for protecting 254 of the 480 listed species found in the United States and its territories.[11]

As a result of these efforts and the improvement of wildlife habitat generally, populations of many birds and mammals of both game and non-game species have increased substantially in the last several decades. White-tailed deer

numbers have risen from less than a half million in 1920 to more than 14 million today. Wild turkeys that were scarce outside a few southern states in 1930 now number several million and are found in all states except Alaska. Elk that numbered about 100,000 in 1920 now approach a half million, with more than 75 percent located on national forests.[12] Similar accounts of population restoration can be cited for the gray and fox squirrels, Canada geese, antelope, beaver, black bear, desert bighorn sheep, mountain lions and bobcats. There have also been significant increases in non-game species, many birds of prey and a substantial expansion in the number and range of coyotes, particularly in the eastern states where historically they were seldom found.

According to the 1980 National Survey of Fishing, Hunting, and Wildlife-Associated Recreation, over 17 million adult Americans went hunting in 1980, spending a total of 330 million days afield. Preliminary reports from the most recent survey show 16.7 million (about 1 in 10) adults went hunting in 1985, a slight decline from the record numbers of the previous 1975 and 1980 surveys. In 1985, hunters spent a total of 335 million days afield, according to the survey.[13]

The Private Role in Outdoor Recreation

Private contributions to outdoor recreation constitute a complex array of enterprises, groups, organizations, and individual efforts that touch practically every aspect of outdoor recreation. This involvement ranges from making land available for recreation, to providing facilities and services, to the manufacturing of a wide array of recreation equipment.

In 1965, 85,000 commercial enterprises, with 23 million acres, offered outdoor recreation opportunities or facilities on a full or part time basis for more than 1 billion visits. Another 46,000 commercial enterprises, with 18 million acres, provided facilities and services for amusement and spectator sports activities serving about 400 million visits.[14]

In addition, there were 47,000 private and quasi-private nonprofit organizations providing outdoor recreation opportunities in 1965. They included 32,000 membership clubs—country and yacht clubs and hunting, fishing, swimming, and other groups with restricted memberships. These nonprofit enterprises provided 500 million recreation visits annually on the nearly 7 million acres they controlled. About a million other individual enterprises also provided recreation opportunities without a profit. These include unposted farms, landholding industries, and industrial firms that provide recreation areas for their employees. This group controls about 460 million acres of land which received about 300 million visits annually.[15]

In 1977, an inventory of recreation facilities conducted by the National Association of Conservation Districts tallied 27,127 nonprofit groups controlling 7 million acres of land. This tally excluded quasi-public groups such as conservation organizations, garden clubs, and youth and religious clubs. Nevertheless, the numbers indicate some growth in acres administered by these nonprofit groups compared to 1965. Another 1977 survey found that about a third of the nation's 785 million acres of private forest and rangelands were open for public recreation use on a lease, fee, or free basis.[16] The latter data indicated a trend toward fewer private acres becoming available for public recreation use. Not included in these numbers is an

equal or larger acreage of private land where public use is restricted while use is permitted for close friends, relatives, and neighbors and for visitors who ask special permission for such use.

On public lands, there have been private concessionaire-government business partnerships of various types almost from the beginning of public recreation programs. In 1965, 2,470 concessioners had private investments valued between $260 and $290 million on federal recreation lands and waters. These included hotels, campsites, restaurants, stores, service stations, marinas, and ski areas constructed and operated by private interests under contractual arrangements with the National Park Service, the Forest Service, the Army Corps of Engineers, the Fish and Wildlife Service, the Bureau of Reclamation, and the Tennessee Valley Authority. Private enterprises also provided a variety of public outfitting and guiding services on federal lands under permit with the administering agency.

Private services and permitted private enterprises have continued to grow with increased visitations to federal recreation areas. In recent years they have been supplemented by private interpretive associations that, on a nonprofit basis, provide visitors a wide range of interpretive services, information programs, and printed brochures, maps, books, and other documentary material at federal recreation sites.

The recreation equipment industry also expanded rapidly in response to the outdoor recreation interests of the American people. It not only produced equipment to meet the needs of recreationists, but also introduced many innovations that have changed and increased the demands on lands and waters where the new equipment is used. Inflatable rafts and lightweight camping gear were among the earliest innovations. More recent developments are the wide variety of off-road vehicles, hangliders, and sailboards. Aerospace technology has produced spinoffs in the recreation equipment market ranging from fiber glass laminates for skis to lightweight reflective clothing and blankets for camping, to titanium frames for racing and mountain bicycles. These products make recreation activities both safer and more comfortable. They have also led to conflicts to alternative recreation pursuits, as between back-country hiking and trail bike and motorcycle use of the same areas. Such conflicts have raised difficult challenges for public recreation managers to provide for the expanding variety of recreation pursuits while protecting the quality of the recreational experience for all users and minimizing environmental impacts.

Mobile recreation homes and trailers have also made it more comfortable and convenient for Americans to travel and visit more distant recreation sites. Computer technology offers the opportunity for people to learn quickly about the available recreation opportunities and related information on reservations, accommodations, prices, and facilities. The recreation equipment industry in many ways has helped in developing and expanding the market demand for recreation by providing the technology and equipment for more diversified and satisfying experiences.

Emergence of the Recreation-Tourism Industry

Tourism was a fast growth industry from the 1950's through the 1970's. It is an outgrowth of increased population affluence and mobility. People increasingly traveled away from home for a variety of purposes in the postwar period. Their

needs for transportation, accommodations, recreation opportunities, and various other services and products created a significant business activity. This activity was initially viewed as just general business growth, often with state and local government promotional support but little perceived connection with outdoor recreation resources, leisure time, or recreation demands.

More recently, tourism has been more closely linked to outdoor recreation demands and opportunities. Recreation resources and related opportunities are now seen as an attraction in states and communities seeking to increase their economic base. Recreation attractions have increasingly become destination objectives along with the growing number of theme parks developed by private enterprise throughout the nation. The enjoyment of scenic attributes of America's landscapes has become an important attraction in leisure travel. The expansion of visitations to recreation and scenic attractions has linked the resource and outdoor recreation industries with tourism industries and their services. Information about outdoor recreation and travel opportunities, accommodations, food services, prices and reservations is now a common service among many tourism agencies.

In 1986, Americans and foreign visitors spent over $270 billion on trips of 100 miles or more from home in the United States. Tourism represented the third largest retail activity and ranked among the top three employers in 40 states.[17] Indicative of the rapid growth of this industry was the attendance at 30 of the largest private theme parks: 30 million in 1970, 80 million in 1980, and 88 million in 1984. The number of travel service agencies increased from fewer than 4,000 in 1960 to more than 26,000 in 1984.

States and communities increasingly recognized the economic importance of this industry in the early 1980's. When other industries were faltering, tourism remained relatively stable. Many state legislatures have dedicated increasing amounts of revenue to attracting tourists. Although much attention has been given strictly to tourism promotion, states are more and more recognizing the need to assure the highest level of visitor satisfaction with attractions, accommodations, services, and information. Tourism development must also provide a reward. That is, owners and managers of tourist attractions and services must be able to make a profit. Tourism development likewise needs to be based on protection and wise use and support of the natural and cultural resources that provide the attractive environments for tourists.

President's Commission on Americans Outdoors

As the growth of national demand for outdoor recreation slowed in the 1980's and the public and private sector responses to the ORRRC findings and recommendations matured, a new interest in assessing the status of outdoor recreation likewise emerged. That interest resulted in a report—Outdoor Recreation for America, 1983—by a small private group convened by Laurance S. Rockefeller, Chairman of the former ORRRC, to review the current outdoor recreation situation. Its report, published by Resources for the Future, called for another federal review commission modeled after the original ORRRC.

The interest in an update on the status of outdoor recreation became embodied in Executive Order 12503, signed by President Reagan on January 28, 1985, establishing the Presidential Commission on Outdoor Recreation Resources Review. Later that year, fifteen commissioners were appointed and its name was

revised to become the President's Commission on Americans Outdoors. Governor Lamar Alexander of Tennessee was designated Chairman, and Gilbert M. Grosvenor, President of the National Geographic Society, was named Vice Chairman. The Commission's charge was to review existing public and privately provided outdoor recreation and, consistent with the need for fiscal economy at all levels of government, make recommendations that would ensure the future availability of outdoor recreation for the American people. The report reaffirmed the importance of recreation and the outdoor heritage to the American people. It assessed the respective roles of the federal, state, and local governments and the private sector and emphasized the role of communities for the future. The growing role of the private sector in providing outdoor recreation was recognized and encouraged. That included expanded opportunities for innovative partnerships between the private sector and all levels of government to provide outdoor recreation opportunities and to protect outdoor recreation resources. It described how recreation contributes to personal health, the economy, and the quality of American social life.

The Commission's assessment was drawn from many sources: the expertise of the commissioners themselves, a professional staff and 20 senior advisors; 18 public hearings held in communities across the United States and 700 volunteered "concept papers"; a nationwide telephone survey of 2,000 households conducted by Market Opinion Research on activity preferences and views on recreation policy; and 8 strategic planning sessions held in cities around the country with leaders in public and private recreation. The Task Force on Recreation on Private Lands, led by Senator Malcolm Wallop, a commissioner, convened a workshop on issues and opportunities for expanding recreation on privately owned land, and a national conference on Recreation and the American City was held in Baltimore. Two workshops on land use and state park planning were conducted by the Conservation Foundation. Governors of 32 states established their own commissions or forums to examine outdoor recreation issues.

The results of this assessment are contained in five documents: *Americans and the Outdoors,* a summary published as a public service by the National Geographic Society and released on December 30, 1986; and four volumes published by the Superintendent of Documents: *Report and Recommendations to the President, Working Papers, Case Studies,* all released in May 1987. The President's Commission found that 89 percent of Americans 12 years and older engaged in outdoor recreation, nearly the same as the 90 percent participation reported by ORRRC in 1959. The President's Commission reported that the overall rate of growth of participation in outdoor recreation activities has decreased significantly in recent years. Whereas participation had been increasing at the rate of 10 percent a year after World War II into the 1970's, the current rate is now between three and four percent a year. The decline in participation was associated with the aging of the American population and the decrease in population growth rate.[18]

Five major themes emerge in reviewing the recommendations from the President's Commission on Americans Outdoors. Within each of these major themes, the Commission identified an array of positive examples and made numerous specific recommendations directed to all sectors, from the President and the Congress to the individual citizen:

- A shift in emphasis to individual commitment and awareness and to leadership and solutions on the community level for recreation needs close to home. A renewed community-by-community effort to build an "outdoor ethic."

- Opening the doors for private and public joint initiatives to provide the recreation opportunities of the future. Participants in innovative and enterprising combinations include: individuals, private landowners, public agencies, private-sector business, academic institutions, and nonprofit organizations. These "partnerships" are a key element to implementing a community's own recreation goals.

- The importance of improved coordination among all sectors in the delivery of information, data collection, interpretation and education concerning recreation resource opportunities to consumers. "Better information leads to better decisions."

- The public's increasing expectation of quality outdoor resources for the future. This includes "quality" in sites and services as well as environmental quality.

- Strategies for investment and financing should encompass locally-determined state and local visitor fees as well as expanded federal fees to supplement regular appropriations and offset increasing costs of operation and maintenance at recreation areas where such fees are collected. Fees would be paid by users who receive the direct recreation benefits. Recreation interests have expressed, and many studies show, that recreation users are willing to pay more for recreation on public lands. States and the federal government should consider extension and establishment of self-sustaining dedicated trusts to help defray investments in acquisitions and facility development and rehabilitation.

A number of the Reagan Administration's own recreation initiatives and agency program accomplishments are consistent with and supported by the Commission's findings, particularly our efforts to recognize those who "Take Pride in America," to encourage voluntarism and to improve the quality of public recreation facilities. These are documented in the following chapter.

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Chapter 2 The Reagan Administration's Recreation Initiatives and Accomplishments

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Outdoor recreation is the modern expression of America's natural heritage. It is a heritage that the Reagan Administration has worked hard not only to preserve, but also to improve. America's federal lands make up one-third of the United States. Within those lands are sprawling green forests, beautiful parks, pristine lakes, rivers and waterfalls, majestic mountains, a diversity of fish and wildlife, and stirring monuments to our history and culture. These lands are the lands of all Americans, entrusted to the federal government for stewardship and wise management.

The vast majority of these federal land holdings are managed by seven agencies: the Bureau of Land Management (BLM), the Forest Service, the National Park Service, the Fish and Wildlife Service (FWS), the Army Corps of Engineers, the Bureau of Reclamation, and the Tennessee Valley Authority (TVA). Visitation to these lands experienced an enormous leap between 1965 and 1976. There were approximately 570 million visitor days of use on federal lands in 1976, compared to half that many in 1965. Although annual visitations have declined somewhat since that peak level, they have remained at a high level—about 550 million through the 1980's.

This administration has moved effectively to respond to our people's expectations for quality recreation opportunities on these federal lands. We have enhanced recreational resources by rehabilitating facilities in the national parks and by adding wetlands and other valuable habitat to the wildlife refuge system; we have encouraged more recreational use of our national forests and have made thousands of acres of BLM multiple-use public lands available to state and local governments for recreation and other public purposes. What follows are highlights of the contributions our administration has made to America's outdoor recreation tradition.

Land and Resource Protection

Take Pride in America

The Interior Department spends a total of $19 million per year to clean up public lands. The Forest Service estimates it spends $2.5 million per year to replace vandalized signs. It is estimated that between 80 and 90 percent of the prehistoric ruins in the Southwest have been vandalized. In 1986 the administration launched the most integrated national awareness campaign in history to encourage the wise use of our nation's natural and cultural resources. "Take Pride in America" is a public-private effort to get the public involved in the conservation and improvement of America's public lands. The campaign is a partnership among nine federal agencies (Departments of the Army, Agriculture, Commerce, Education, and Interior, Environmental Protection Agency (EPA), the TVA, ACTION and Transportation), 43 states, two U.S. territories and numerous private entities. Millions of Americans have heard the message and have begun to fight abuses on our public lands. Many more were already caring for and improving our nation's resources.

Volunteer Program

This administration believes that citizen involvement with its public recreation lands is essential. Voluntarism on all federally managed lands has increased dramatically since 1981. In 1986:

- 40,000 "Volunteers in Parks" contributed millions of hours in 265 national parks;
- $300 million for the Statue of Liberty and Ellis Island rehabilitation was raised entirely by the private sector;
- 7,740 people volunteered 221 work years on BLM's multiple-use public lands, many specifically on outdoor recreation projects;
- Volunteers donated 266 work years of service at national wildlife refuges and other FWS facilities;
- 24,000 volunteers provided the equivalent of 95 work years at Army Corps of Engineers facilities;
- 51,000 volunteers contributed to recreation management in the national forests.

Great Basin National Park

The President approved the creation of the first new national park since 1972—the 75,000 Great Basin National Park in Nevada.

Completed the Park Restoration and Improvement Program

Virtually every park in the National Park System was touched by this $1 billion effort begun in 1982 to rehabilitate deteriorted and unsafe facilities posing health and safety problems.

Developed a Strategic Resource Management Plan for the National Parks

For the first time in history, the National Park Service recently conducted an assessment of the condition of the natural and cultural resources in the National Park System. Although data are still being analyzed, the assessment will result in a strategic resource management plan that will enable the Park Service to provide the best resource protection possible.

Abandoned Coal Mines

The Office of Surface Mining Reclamation and Enforcement joined the National Park Service in 1987 to begin a 5-year, million dollar plan to reclaim abandoned coal mines in our national parks. These were mines abandoned at or before the areas became national parks; mining is not allowed in the national parks. Reclaiming mines, in many cases, adds acreage to the supply of recreational resources.

Areas of Critical Environmental Concern

Significant wildlife habitats, geological features, and archeological sites are protected on the public lands through a designation known as "Areas of Critical Environmental Concern." Of the 4.7 million acres that are considered ACEC's, the Reagan Administration is responsible for designating 4.6 million acres. The designation is an important move in the conservation of these vital resources.

Recreational Opportunities

National Forest Recreation Strategy

The Forest Service has recently launched a new "National Forest Recreation Strategy" designed to expand the range of recreation services and facilities the agency provides. This new strategy will encourage a new responsiveness to

customer satisfaction. It will seek to improve facility quality, increase trails and campgrounds on National Forests that are near urban areas, and establish stronger partnerships between the private sector and the government in the development and provision of a full range of opportunities and information.

Mt. St. Helens National Volcanic Monument

Mt. St. Helens was designated a 110,000-acre National Volcanic Monument on August 16, 1982, and the visitors center was completed in December 1986. More than half a million people visit the monument each year, and well over 300,000 come to the visitors center. Since the 1980 eruption of Mt. St. Helens, the Forest Service has acquired and exchanged land, built campgrounds, constructed more than 50 miles of trail, and stabilized the water volume in Spirit Lake.

Recreational Trails

The Forest Service's 99,761 miles of trails makes it the largest trail system in the country. More than 3,200 miles of trails have been added within the National Forest System during this administration alone. Most of the additions since 1981 were built by volunteers and human resource programs at no cost to the Forest Service. Thousands of Americans hike, ride horses, ski, and drive the trails every year.

Forest Information and Education

The Forest Service began two campaigns during this administration to inform and educate Americans about the recreational resources their vast National Forest System provides. "Room to Roam" was launched in 1985. This Forest Service program lets visitors know that the national forests provide primitive areas for outdoor enthusiasts who want to hike a trail without being bothered by roads and other development. It also informs the public that their forests provide more populated recreation like campgrounds, ski resorts, beaches, and marinas. "Forests for Us" is a new public information program that invites the public to visit and understand their nearest national forest. The campaign reaches Americans through public service announcements on television and in newspapers and magazines.

Recreation Use Fees

The administration has proposed that a greater portion of the costs of managing the recreation use of federal lands should be borne by those who directly benefit. Information to date shows widespread public support for these fee initiatives, with little, if any, negative impact on visitor use.

- In 1987, Congress enacted authority to raise entrance fees at national parks for the first time since 1972; it also approved collecting entrance fees in 71 additional parks. Of the National Park System's 341 units, 130 now charge entrance fees. In FY 1987, some $41 million was collected, all of which was used for management of our national parks.

- In 1986, the Bureau of Land Management collected more than $1 million based on a new fee schedule for its recreation permits. The revenues became part of the Land and Water Conservation Fund.

- In 1987, the Fish and Wildlife Service implemented entrance fees at 19 of its 443 national wildlife refuges. Proceeds will be used to fund refuge operations and future wetlands acquisition efforts by the Service. Authorization for the entrance fee program was contained in the Emergency Wetlands Resources Act of 1986, which calls for 30 percent of the daily fees collected to be used

for refuge operation and management. The remaining 70 percent will be deposited in the Service's Migratory Bird Conservation Account to be used for wetlands acquisition. In addition to daily fees, visitors may also use Federal Duck Stamps or Golden Eagle and Golden Age passports for entrance to refuges charging fees.

The administration supports similar fee increases and expansions for recreational areas provided by the Forest Service and the Army Corps of Engineers.

- Since 1981, the Army Corps of Engineers has increased the revenue collected at its recreation fee areas by over 98 percent. These fees, now averaging $12 million a year, have allowed for rehabilitation, maintenance and operation of recreation areas with a lessening impact on the non-recreating taxpayer.

- The Forest Service receipts increased from about $19 million in 1981 to over $30 million in 1986.

Research

Federally funded research has developed new technologies that help managers provide quality outdoor recreation. Agriculture Department scientists have developed the "Limits of Acceptable Change" formula, which enables wilderness managers to determine the maximum number of recreational visits an area can sustain.

The National Park Service and the U.S. Geological Survey are analyzing data that will lead to the cleanup of rivers, lakes, and streams.

Recreation 2000

The Bureau of Land Management is conducting a study that will identify specific recommendations on how the BLM will provide quality recreation programs into the next century.

Public Land Transfers

The Bureau of Land Management has transferred between 10,000 and 20,000 acres of public lands per year to state and local government through patents and leases for use as parks and for other public purposes.

Wild and Scenic Rivers

The National Wild and Scenic River System was created in 1968 to assure a heritage of protected waterways. Eleven of the 29 Wild and Scenic Rivers were added between 1981 and 1986. Although many segments of the rivers run through national parks and other public lands, most Wild and Scenic Rivers—over 2,200 miles—flow through national forests. The Forest Service has recommended that 45 additional rivers receive the Congressional designation.

Wilderness Areas

The President has approved legislation adding 7 million acres to the National Wilderness Preservation System. These wilderness lands, accessible only by foot or by horse, provide unrivaled recreation opportunities for backpackers and horseback riders. The Forest Service has seen the largest increase during this administration. It now manages 32 million acres of designated wilderness compared to 25 million acres in 1981. Wilderness areas, which make up 17 percent of all lands administered by the Forest Service, are now reserved in almost every national forest in America.

The Interior Department, since 1981, has recommended that the President support the addition of approximately 2 million acres since 1981 to the system, increasing total wilderness acreage under Interior Department management from a little over 35 million in 1981 to over 37 million in 1987. This does not include an additional nearly 188,000 acres the National Park Service manages as wilderness and has identified as suitable for wilderness designation.

Wetlands and Waterfowl

Emergency Wetlands Resources Act

The administration's sustained effort to stem the serious loss of wetlands took a giant step forward with the President's approval of the Emergency Wetlands Resources Act of 1986. The Act—which allows for refuge entrance fees, an increase in the price of the Duck Stamp, and funding flexibility—will make additional funds available for the acquisition and inclusion of wetlands into the National Wildlife Refuge System.

North American Waterfowl Management Plan

This joint U.S.-Canadian plan outlines public and private strategies aimed at the conservation of waterfowl. The historic plan, signed in May 1986 by Interior Secretary Don Hodel and Canada's Environment Minister Thomas McMillan, identifies efforts needed between now and the year 2000 to protect U.S. and Canadian waterfowl habitat. It spells out actions to build up declining waterfowl populations and enhance waterfowl research and management.

International Wetlands Convention

The administration continued its commitment to the preservation of wetlands in 1987 when the United States joined in a 41-nation "Convention on Wetlands of International Importance Especially as Waterfowl Habitat." The treaty's objective is to stem the growing loss of wetlands by promoting active wetlands conservation programs and by encouraging the sharing of technical and scientific information. Four U.S. wetlands have been designated under the treaty as "internationally significant."

Ending Lead Poisoning in Waterfowl

The Department of the Interior decided to phase-in, by 1991, requirements that bird hunters use nontoxic shot pellets rather than lead shot. In some areas, waterfowl were dying of lead poisoning caused by swallowing spent lead shot pellets. It also was discovered that eagles and other birds of prey were dying of secondary lead poisoning from feeding on lead-infected waterfowl.

Fish and Wildlife

Endangered Species Listings

While 200 plant and animal species have been added to the endangered or threatened lists, this administration has placed new emphasis on developing recovery plans aimed at removing plants and animals from the list. Since 1981, this administration has completed more than 175 recovery plans compared with fewer than 40 recovery plans completed prior to 1981. Such plans have enabled the American Alligator and the Brown Pelican to recover and be removed from the endangered species list, and our goal is to approve 30 recovery plans per year through 1989.

Federal lands frequently provide the habitat necessary to preserve endangered and threatened species. While the Fish and Wildlife Service has worked to

increase recovery plans for plants and animals, the Forest Service during this administration has implemented an aggressive program to protect and recover the more than 140 endangered and threatened species found in the National Forest System.

The National Wildlife Refuge System

Since 1981, 29 refuges in 21 states containing 530,185 acres have been added to the National Wildlife Refuge System.

Hunting and Fishing

Since 1981, over 85 national wildlife refuges have added or expanded hunting and fishing activities, thus expanding the recreational opportunities on our public lands. In addition, the Interior Department argued and won a legal battle in which an anti-hunting group sought to halt hunting on 240 national wildlife refuges. Experience shows that hunting and fishing are important to the management of refuges. A federal court sided with the Interior Department's position that refuge hunting has a long tradition that has the support of Congress and the financial support of hunters, who have paid for many of the refuges through licensing and stamp fees.

Federal Aid to Wildlife and Fish Restoration

Since 1981, states have received over a billion dollars in federal aid funds for sport fish and wildlife restoration and hunter education through the Pittman-Robertson and the Dingell-Johnson/Wallop-Breaux programs.

Improved Conditions for Wildlife and Fisheries

Lands administered by the Bureau of Land Management provide a home for one out of every five big game animals. Antelope and elk are examples of improved conditions for some wildlife achieved during this administration. In 1974, there were approximately 190,600 known antelope using habitat administered by the Bureau of Land Management. By 1986, that number had increased to 275,000 antelope. During the same period, the number of elk using public lands increased from nearly 96,000 to over 134,000.

At Pointe Mouille in Lake Erie, the Army Corps of Engineers created a freshwater marsh, which now provides habitat for many different species of fish and wildlife. The improvements are due to a governmentwide effort to restore habitat.

The Forest Service has been able to improve National Forest System hunting and fishing opportunities while also protecting wildlife. The Forest Service has signed innovative agreements with such organizations as the Rocky Mountain Elk Foundation, the Wild Turkey Foundation and the Ruffed Grouse Society to provide for expanded habitat and increased public participation in national forests and national grasslands.

Revised Responsibilities and Role of Federal Fisheries

More than 2 years of intensive study and evaluation led the Fish and Wildlife Service in 1985 to revise its statement of national fisheries responsibilities and role. The four areas of responsibility now include: restoration of depleted and nationally significant fisheries; management of fisheries on federal and Indian tribal lands; mitigation of impaired fisheries due to federal water development projects; and federal leadership in scientifically based management of national fishery resources.

Fisheries Restoration

The Interior Department has begun a major fisheries restoration and improvement program, which includes the construction of fish hatcheries and other facilities in the Trinity and Sacramento River Basins of California. The hatcheries help to restock streams where fish were displaced by water projects.

The Army Corps of Engineers also is continuing its efforts to restore salmon and steelhead runs in the Columbia River basin. The Corps is near completion of the last hatchery. When complete, the hatcheries will produce 27 million young salmon and steelhead every year.

Historic and Cultural Preservation

Historic Preservation Tax Credit

During this administration alone, nearly 14,000 historic preservation projects involving $9.5 billion of private sector investment have participated in the tax credit. Over 80 percent of the projects generated by the tax credit have occurred under this administration.

Anasazi Cutlural Heritagbe Center

The Interior Department will open the Anasazi Cultural Heritage Center in New Mexico in 1989 to interpret, study, and preserve for future generations the archeological collections of an ancient Indian culture that was one of the oldest civilizations in the Western Hemisphere. The Anasazi disappeared in 1300 A.D.

Preservation of Cultural Resources

Public lands hold the record of more than 10,000 years of human history. Archeologists in the various federal land managing agencies, as well as volunteers across the country, are recording and evaluating these remnants of our ancestors. Over 19 million acres in the National Forest System have been surveyed for their cultural resources. The Forest Service alone has added 155 sites to the National Registry of Historic Sites.

Handicapped Access

Improved Recreation Access by Handicapped Individuals

The Reagan Administration has given particular attention to improving recreation access to the national parks, wildlife refuges, BLM public lands, national forests, and water development sites by handicapped persons:

- In 1985, the federal land-managing agencies participated in drafting guidelines that include specific standards for campgrounds, picnic areas, and nature trails applicable to federally funded sites.
- In 1987, the Department of the Interior published its guidelines requiring that all of its programs and activities ensure non-discrimination against the handicapped; it is now developing action plans to eliminate identified barriers.
- In 1988, the Forest Service developed its recreation strategy to include the need to provide recreation opportunities for all people, and proposed several projects under its Challenge Cost-Share Program to rehabilitate facilities to accommodate the disabled.
- The Army Corps of Engineers recreational facilities are designed to provide for equal access to and utilization by all visitors. Nationwide, the Corps has provided over $5.5 million worth of specialized recreational structures and equipment for handicapped users through facility maintenance and replacement efforts.

Chapter 3 Outdoor Recreation Demand

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Outdoor recreation opportunities and experiences are primarily local in nature—most recreation occurs relatively close to home. There seem to be few opportunities that have a national or even a regional market. Recreation activities are also highly diverse in terms of kind, quality, and location. Access to many recreational opportunities on public lands and some on private lands is free or only nominally priced. Substitutes are difficult to quantify and their implications are hard to evaluate. The data for measuring and assessing demand in any systematic way are relatively scarce. Thus, the demand for outdoor recreation is difficult to address in meaningful, comprehensive quantitative terms. For these and other reasons, it is also difficult to apply the conventional concept of economic demand to outdoor recreation activities.

The economic concept of demand is expressed in terms of the prices people are willing to pay for different amounts of a good or service (or recreation opportunity) of a particular kind and quality in a given location, or market. This measure of demand is normally based on market transaction data, the actual prices paid by willing buyers to willing sellers. The market transaction is a consensus decision between a consumer who ordinarily would prefer a lower price and a supplier who would seek more. Market transactions occur because consumers and suppliers both see themselves as better off after the exchange. It is just about the most commonplace decision experience in America. The price signal works for practically all the goods and services we acquire in our lifetime, including amenities such as concerts, operas, ballgames, circuses, and local cinemas, as well as some outdoor recreation. Price levels and changes provide important signals to suppliers about the relative wants and preferences of consumers and how they are changing. Economic theory advises that the competitive market approach with market prices contributes to social efficiency in allocating resources and satisfying public demands.

The economic concept of demand applies explicitly to gaining access to recreation opportunities in the form of space, settings, facilities, services, and vistas. Economically measured demand reflects the readiness of potential users or buyers to pay to access such opportunities. It does not directly reflect the motivations that draw individuals, nor the experiences they enjoy in pursuing various recreation opportunities, nor the personal values they place on the experiences, although these are implicit in the recreation tastes and preferences of individuals. Those experiences include the spiritual, inspirational, and emotional rewards felt by each individual as well as the sense of satisfaction of the challenge, social context, rest, and relaxation. These benefits are real and important to society, as well as to the individual. They are determined as much if not more by the internal perceptions and values of each person as they are by the recreation setting and opportunity. What is important is that society assure the conditions that will permit its members to choose from a wide range of opportunities. Not all those opportunities can be or should be encompassed by the market place, but nonetheless, they can be understood consistent with the economic concept of demand. Enjoyment of the skies and seasons with their changing colors and appearances, the landscape passing by, the flight of a bird or the sight of a fleeing deer, an attractive garden or back yard, and more will, for the most part, escape the market place.

The best general expression of aggregate demand and its past trends may be the relative frequency of recreation occurrences and the total time actually devoted

each year to outdoor recreation by the American people and foreign visitors. Future demand can be viewed through projections of population and per capita use of leisure time for outdoor recreation. Other dimensions of demand are the number of different people participating in outdoor recreation and the relative frequency of people's participation by type of activity and demographic characteristics. Distances traveled to recreation sites and visitation to federal, state, community, and private sites are other indicators. All these indicators are measures of realized demand or actual use of outdoor recreation opportunities. They do not indicate how total demand would change if the costs or prices for accessing those recreation opportunities were higher or lower.

Total Demand Trend

The rate of growth in total time devoted to the types of outdoor recreation traditionally measured in the United States has slowed from phenomenal earlier postwar growth rates. Growth in the level of recreational demand, as measured by the total time devoted to recreation, now appears to be at about the same as the rate of population growth. On public lands, visitations for the more traditional activities has dropped off. From the standpoint of leisure time devoted to outdoor recreation, the recreation industry appears to be maturing, with the growth in aggregate demand approximately following the rate of growth of population.

Population growth averaged 1.6 percent a year from 1940 to 1960. By 1970, it had slowed to 1.2 percent. It is now 1.0 percent and expected to decline to 0.6 percent by 2010. It is widely accepted that recreation activity grew faster than population until the 1970's.[19]

In the decade 1973 to 1984, total leisure time for average Americans declined 31 percent according to the 1984 Louis Harris report on "Americans and the Arts."[20] Total leisure time declined about 8 hours a week, from 26.2 hours to 18.1 hours. The amount of time devoted per week by the average American to outdoor recreation, however, has remained constant, indicating a strong inelasticity in the demand for outdoor recreation activities. The findings of a telephone survey interviewing 2,000 individuals, conducted by Market Opinion Research for PCAO in 1986, show an equal split between persons who now spend more time on outdoor recreation than they did 5 years ago and those who now spend less time.[21]

Another dimension of this assessment is the level of population participation in outdoor recreation. This has been consistently measured at about 89 to 90 percent throughout the time that the national recreation surveys have been made to assess recreation participation.[22] Thus, population growth, combined with per capita leisure time devoted to outdoor recreation is a strong indicator of the outdoor recreation participation level and the demand outlook.

Population Participation Rates

Population participation rates estimate the percentages of the population engaging in different kinds of recreation activity one or more times a year (Table 1). These are relative indicators of expressed consumer tastes and preferences for the set of opportunities available at the time. Participation rates are also broken down by age class of participants, income level, race, geographic location, family size, education, and other characteristics because the mixture of the characteristics occurring among a group of people is a strong determinant of their participation. They reveal the distribution of recreation tastes and preferences among different segments of the population. Data from periodic surveys provide measures of

trends and shifts in those tastes and preferences and shifts, if any, in the available set of recreation opportunities.

Participation data are relatively straightforward to collect on a questionnaire and recall basis. As an index of demand, the utility of participation measures may be limited by lack of information about the length of participation in individual activities. Recent work by the Public Area Recreation Visitors Study Working Group,[23] however, has generated length of stay data by participation activities as

Table 1. *Annual Population Participation Rates and Median Frequency of Participation of Selected Public Area Outdoor Recreation Activities*

Activities	Population Participating One or More Times Annually	Median Frequency of Participation Annually per Participating Person
	Percent	*Number of Days*
Land-based		
Sightseeing	46.9	12
Picnicking	46.2	6
Walking for pleasure	41.3	29
Driving for pleasure	38.4	19
Nature study/photography	36.2	13
Developed camping	34.9	7
Day hiking	23.8	5
Primitive camping	14.2	5
Other hunting	11.8	9
Backpacking	10.4	4
Big game hunting	9.9	7
Driving ORV's	9.2	10
Horseback riding	8.6	2
Water-based		
Swimming outdoors	50.3	17
Warmwater & saltwater fishing	30.9	10
Motorboating	22.2	7
Coldwater fishing	16.7	7
Water skiing	12.9	4
Canoeing/kayaking	13.9	2
Sailing	7.5	2
Snow and Ice-based		
Downhill skiing	9.8	4
Sledding	9.3	3
Cross-country skiing	6.5	4
Ice skating	6.0	2
Snowmobiling	2.7	3

Source: 1985-87 Public Area Recreation Visitor Survey, compiled by the Outdoor Recreation and Wilderness Assessment Group. USDA Forst Service, Southeastern Forest Experiment Station, Athens, Georgia. Percent participation figures represent percent of the American public 12 years old or older who use federal and state recreation areas and participate in the activities listed. Days of participation figures are the median number of days of participation by those individuals in the sample who participate in the selected activity.

shown in Table 2. The most popular recreation activities when both population participation rates and median days of participation are taken into account Table 1, are: walking for pleasure, swimming outdoors, and driving for pleasure. Sightseeing, nature study/photography, warmwater and saltwater fishing, and picnicking follow in that order. With the exception of fishing and nature study/photography, the most popular activities are short-duration experiences (Table 2).

Participation rates change over time. Some change dramatically; others more modestly. Percentages of the public walking and viewing sports events rose 50 percent from 1960 to 1982, bicycling tripled, snowskiing quadrupled and camping about doubled. Activities with declining participation included driving for pleasure, picnicking, hunting, and motorboating. However, these declines were much less than the dramatic increases cited above.[24]

It is difficult to interpret participation data because of the many complex demographic and economic factors underlying them. However, many of the high and moderate participation activities appear to be those more readily attainable

Table 2. *Median Length of Stay and One-Way Travel Miles for Selected "Main" Public Area Outdoor Recreation Activities*

Recreation Activities	Median Length of Stay	Median One-way Travel
	Hours	*Miles*
Developed camping	75	81
Big game hunting	69	70
Primitive camping	62	100
Backpacking	49	160
No main activity	48	98
Saltwater fishing	28	145
Cold freshwater fishing	12	79
Motorboating	11	53
Canoeing or kayaking	9	85
Wildlife observation & photography	7	171
Anadromous fishing	7	55
Warmwater fishing	6	39
Driving ORV's	6	69
Day hiking	5	56
Outdoor pool swimming	4	23
Other outdoor swimming	4	29
Sightseeing	4	30
Small game hunting	4	30
Picnicking	4	30
Walking for pleasure	3	25
Driving for pleasure	2	20

Source: 1985-87 Public Area Recreation Visitor Survey, compiled by the Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, Georgia. All figures represent responses related to the activity selected as the "main" reason for coming to the site. Length of stay was calculated by subtracting the reported arrival time from the departure time, and converting to hours. Both sets of figures are for single destination or primary destination trips only.

close to home and the resident community (Table 2). The main exceptions appear to be sightseeing among the highest participation rate activities, and fishing, nature study/photography, motorboating, and camping among the intermediate participation rate activities. Activities with limited participation but fast growth appear to involve relatively more specialized and expensive equipment as well as a sense of risk, adventure, and fitness. They also seem to require specialized sites and developments, largely away from home, which are often dependent on or associated with water and winter snow settings.

The frequency of participation by number of different activities and number of activity days per year declines with age (Figure 1). This decline, however, is less exaggerated than it was in the past since older people are increasingly substituting less demanding physical recreation activities.[25] The highest participation rates are in the 12-to-24-year age class and the lowest in the 60 years-and-over class. Frequency of participation rises with income and education levels, which are closely correlated with age but apparently not enough to alter the dominance of increasing influence of age. The income and education influence, however, stays firm within age groups. The frequency of participation by activity and the time spent participating is highest in small communities—those with less than 50,000 people. It declines markedly by 25 percent with residence in places of 50,000 to a million people and by about 50 percent with residence in cities larger than a million people.[26] Both increasing median age of the U.S. population and urbanization have likely contributed to the slowing of participation in outdoor recreation since the late 1970's. Also, substitutes for outdoor recreation are more abundant in larger communities and cities and no doubt play an important role in consumer recreation preferences and tastes and use of leisure time.

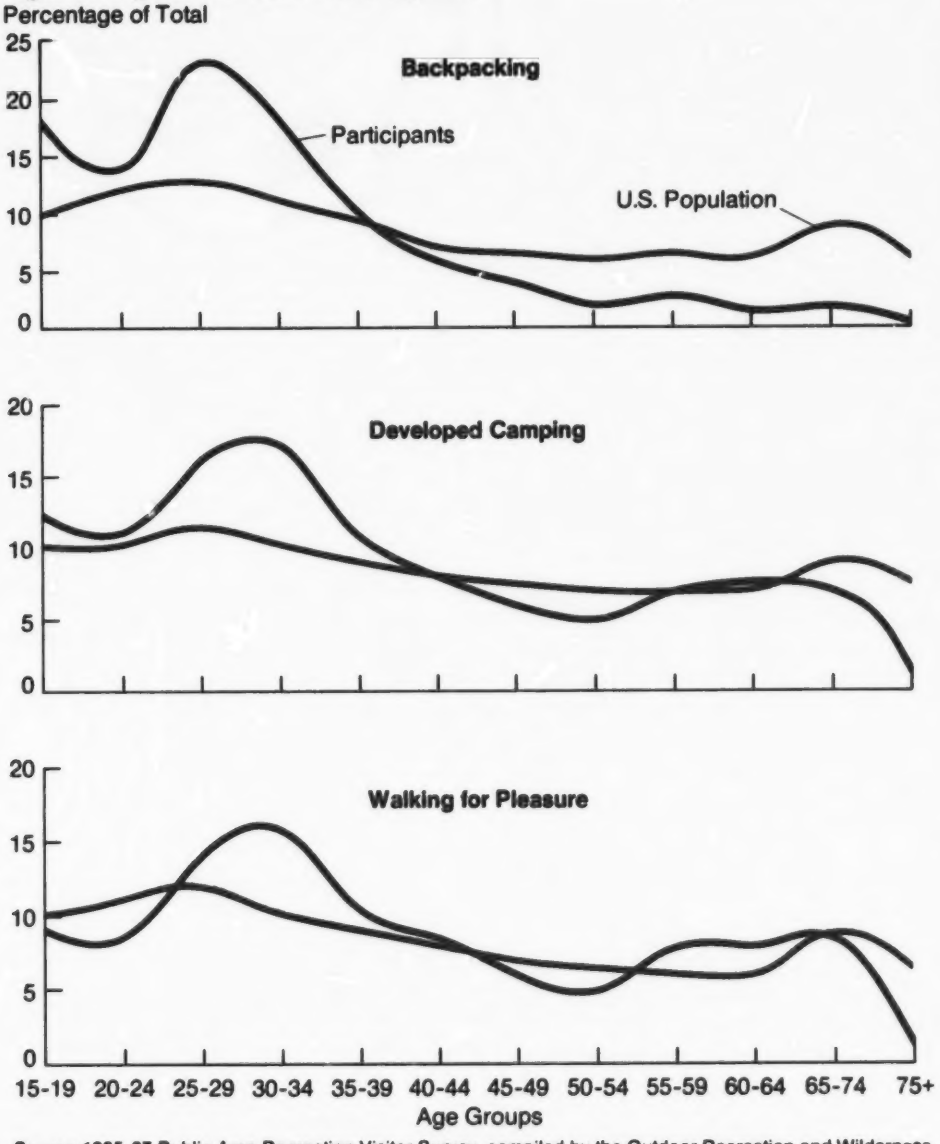
Differences in outdoor recreation participation rates and involvement among various regions of the U.S. are modest. The South understandably has very low participation in ice and snow activities but leads in hunting and fishing. The Northeast and North Central regions lead in the boating and winter activities. Downhill skiing, however, is strongest in the West. With its abundance of federal lands of high scenic quality, the West also is pre-eminent in all types of camping as well as backpacking and day hiking.[27]

Travel

American people are highly mobile. For a number of reasons, however, average annual miles driven for social and recreational purposes has dropped significantly—about 20 percent in recent years. Airline deregulation and reduced costs have encouraged more air travel; that may be one offsetting factor. Air travel has increased 6.8 percent annually in the 1980's.[28]

Americans are now recreating closer to home. They are taking more trips per capita of somewhat shorter duration. In 1972, less than 30 percent of short outing trips (3 to 6 hours) were within 10 miles of home; in 1983, almost 90 percent of short outing trips were within 20 miles.[29] For some activities, the median one-way travel distance can be substantial. The top ten activities listed in (Figure 2), for example, indicate a one-way travel distance range between 70 miles and 171 miles for a cross-sectional sample of recreation trips to federal and state recreation areas. Most of these activities with relatively long distances require some specialized equipment and they are usually associated with recreation settings with low intensity of development.

Figure 1. Age Differences in Participation



Source: 1985-87 Public Area Recreation Visitor Survey, compiled by the Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, Georgia.

Visitor Use Trends at Federal Recreation Sites

Visitation at federal sites is measured in two principal ways: by number of user entries (visits) to a site and by total visitor hours or days of use at or on a site. Visits are indicators of number of people and their frequency of use of a particular site. A visit may involve a few minutes or several days. It may entail participation in only one activity, but usually many different recreation activities are involved. A

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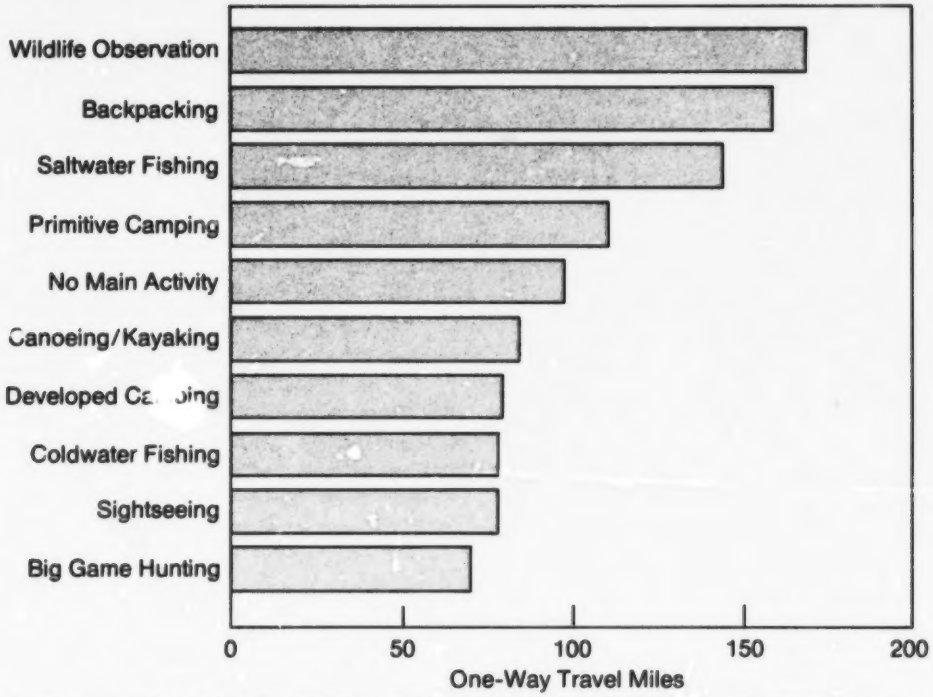
Figure 2. Median One-Way Travel Distance by Main Activity, in Miles



Source: 1985-87 Public Area Recreation Visitor Survey, compiled by the Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, Georgia.

visit to a national forest, for example, typically involves participation in five, six or seven different recreation activities. The average length of a visit varies widely between recreation sites and with the type and mix of recreation activities. For recreation planning and management purposes, it is useful and easy to use numbers of visits as an indicator of demand for sites where the average length of visit and mix of activities is very stable, such as visits to the Washington Monument.

Visits are also used as indicators of aggregate demand for visitor use of a set of public recreation areas. However, number of visits to a wide range of sites and mixes of activities are an incomplete measure, due to the absence of any time dimension for duration of use. Numbers of visits can and do change with changes in frequency of visits to different sites, rates of activity participation per visit, and the duration of visits. Another complicating factor is differences among public agencies in definitions and methods for reporting number of visitations. These differences and the previously described considerations complicate direct comparability and additivity of the number of total visits among federal agencies.

In recent years, federal agencies have adopted the use of visitor hours or visitor days (12 total hours of use of a site by one or more visitors) to provide a

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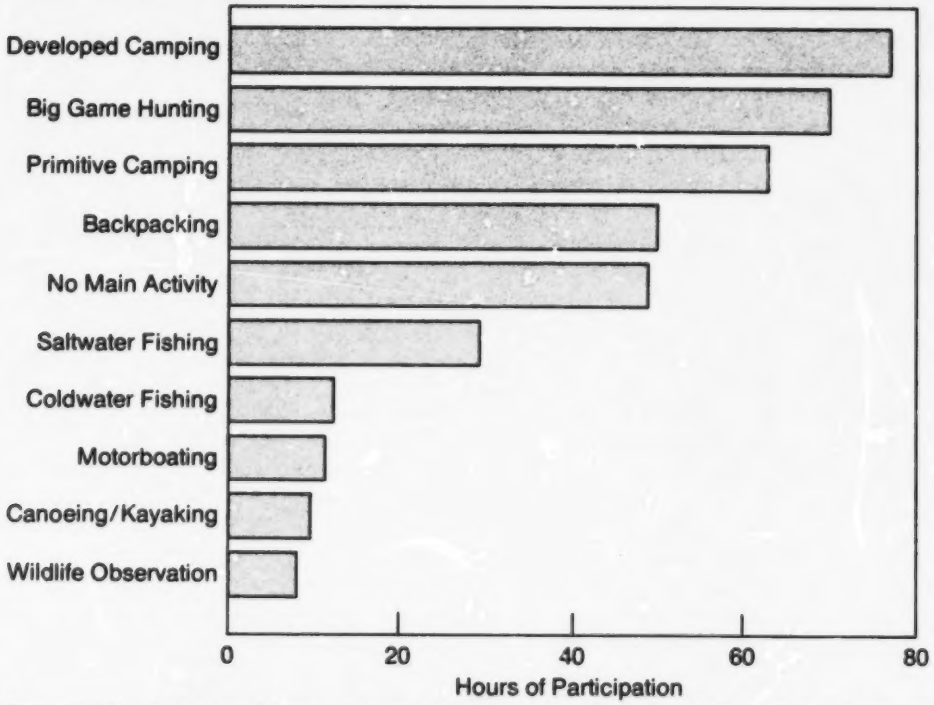
standardized unit for comparison and additivity.[30] The Forest Service introduced this concept and now measures visitor use directly in terms of visitor hours and days of use. Other agencies count visits or entries and develop conversion factors to convert visits to hours and days of use. The conversion factors are typically based upon visitor surveys which measure length of stay at the site for a recreation visit. The most recent such survey is the 1985-87 Public Area Recreation Visitors Survey (PARVS), and some of the length-of-stay data are shown in Figure 3.

Figure 3. Median Length of Stay on Site by Main Activity, in Hours per Visit



Source: 1985-87 Public Area Recreation Visitor Survey, compiled by the Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, Georgia.

Trends in Visitations

Figure 4 presents trends that show the percent change in number of visits from the year 1977 to 1986 among five federal agencies. The visitations in 1977 are indexed as 100 for each agency. Numbers of visits increased from 1977 to 1986 at national parks, national forests, and Army Corps of Engineers sites and declined slightly at Bureau of Land Management and Fish and Wildlife Service areas. The rates of increase varied considerably among the agencies as well as between years. Visitation growth accelerated at national park sites. At national forest and Corps sites growth decelerated. The highest overall growth percentage and increase in number of visits occurred on national forests. Since 1983, however, national parks have had the most rapid growth in visits.

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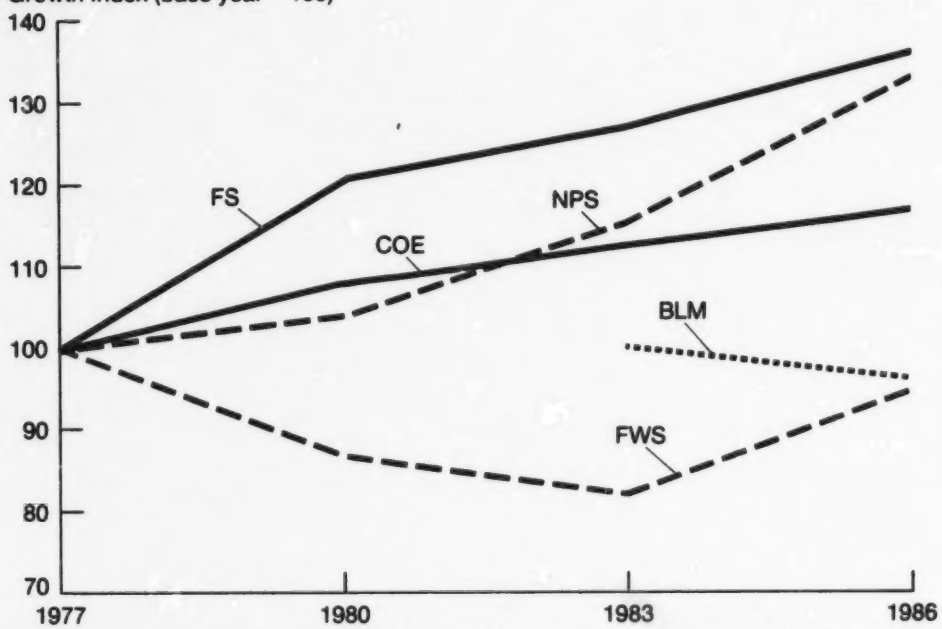
Figure 4. Index of Relative Growth in Number of Visits to Federal Recreation Areas



Source: Personal communication with resource specialists at each agency, 1987. Compiled by the Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA.

Note: Each agency's definition of a visit differs somewhat and they are not directly comparable. For this reason, an index was constructed using each agency's particular definition of a visit to show the rate of change in visitation since 1977. Reliable data did not exist for the Bureau of Land Management (BLM) before 1983. National Park Service (NPS) data were provided by Ken Hornback, Denver Service Center. Fish and Wildlife Service (FWS) data were provided by the Fish and Wildlife Service. Corps of Engineers (COE) data were provided by R. Scott Jackson, Waterways Experiment Station. Forest Service (FS) data were provided by H. Ken Cordell and Carter Betz of the Southeastern Forest Experiment Station using data from the Public Area Recreation Visitor Survey by dividing total number of visitor hours by reported mean length of stay.

Trends in Visitor Days of Use

Visitor days of use at federal sites is compared in Figure 5 for the seven federal agencies which manage public outdoor recreation sites. Growth of total visitor days of use at federal sites culminated in 1976 at about 570 million. The total has declined somewhat since then. This pattern contrasts with the trend in number of visits, which increased on the average about 3 percent per year for the same federal agencies. The small decline in total visitor days of use relative to numbers of visits is probably a result of decreased average duration of visits (time spent on site for each trip).

The decline in visitor days of use at federal sites to 1984, about 8 percent, was experienced by all the agencies. Visitor days of use have increased since 1984 to about 550 million, just 4 percent less than the peak. the largest part of this recovery occurred at national park sites. This is due primarily to rapid increases in

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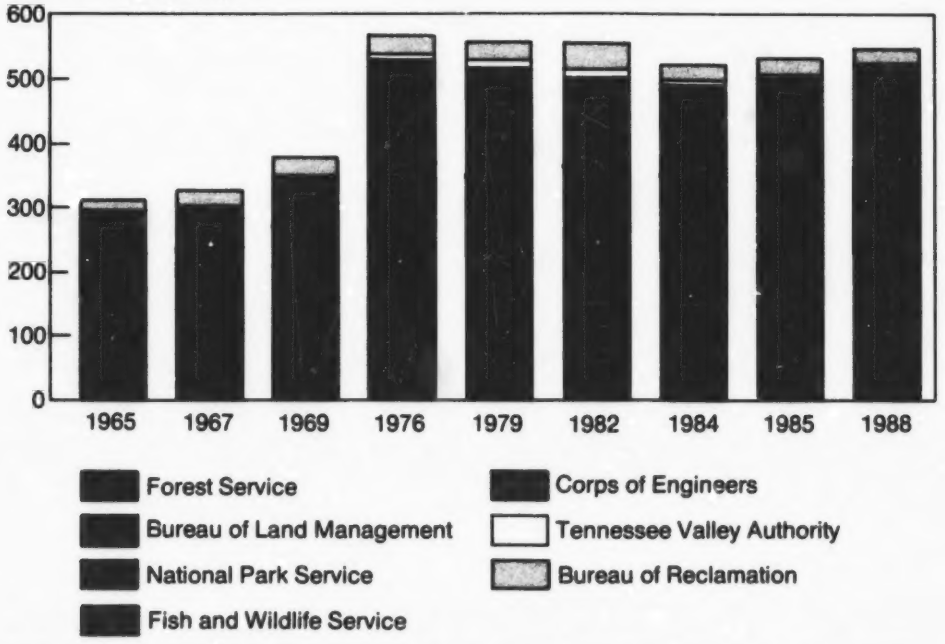
visitations to national park sites near or within urban areas—reflecting the general trend toward shorter trips, closer to home (see Table 10 in Chapter 4).

Table 3 compares the frequency of visits of less than 4 hours duration for the Forest Service and Park Service between 1977 and 1986. Visitation of less than 4 hours duration to national forests increased dramatically—from 14 percent to 30 percent during this period.

For national park sites, shorter visitation increased slightly. A more dramatic change is the reduction in numbers of visitations longer than one day—from 70 percent to 45 percent on national forests and from 40 percent to 34 percent on national park sites. Table 4 shows that the annual number of repeat visits to national forests by the same persons increased somewhat, while they did not change at national park sites.

The increased number of visits and decrease in length of stay at most federal recreation areas are likely the products of several changes among recreation consumers. They reflect the broad trend, experienced by all suppliers of recreation opportunities, for recreation visitors to take shorter trips closer to home, but more of them. This is supported by continuing growth in visitor days of use on national forests adjacent to metropolitan areas such as Los Angeles, Portland (Oregon) and Seattle. Visitor days of use to more remote national forests have declined. The

Figure 5. Visitation to Federal Lands, 1965-1986, by Agency
Millions of Visitor Days



Source: Selected outdoor recreation statistics, Bureau of Outdoor Recreation; federal recreation fee reports; agency visitation files.

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Table 3. *Distribution of Reported Length of Stay at Federal Recreation Sites, 1977 and 1986, by Agency*

Length of Stay	1977	1986*
	Percent	
Forest Service		
0-2 hours	6	14
2-4 hours	8	16
4 hours' to 1 day	16	25
more than 1 day	70	45
	100	100
National Park Service		
0-2 hours	28	19
2-4 hours	13	23
4 hours to 1 day	19	24
more than 1 day	40	34
	100	100

*Percentages for 1986 assume that the definiton of a "day" as used for the 1977 Federal Estate Visitor Survey is a 24-hour period.

Source: 1977 Federal Estate Visitor Survey and 1986 Public Area Recreation Visitor Survey. Compiled by the Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA

Table 4. *Number of Repeat Visits Within Past 12 Months to the Same Area, 1977 and 1986, by Agency*

Frequency	1977	1986
	Percent	
Forest Service		
0	40	39
1-2	24	22
3-5	14	12
more than 5	22	27
	100	100
National Park Service		
0	63	63
1-2	16	18
3-5	8	6
more than 5	13	13
	100	100

Source: 1977 Federal Estate Visitor Survey and 1986 Public Area Recreation Visitor Survey. Compiled by Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA.

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same trends are occurring for national park sites. Visits to some of the more remote national parks are reported to have declined while visits to the more urban locations are up. Initially this general decline in visitor days of use at federal sites was likely a response to the dramatic rise in gasoline costs in the early 1970's. Its persistence as gasoline prices have dropped suggests other factors may now be operating. Increasing average age and continuing shifts to an urban-dominated lifestyle are likely contributing factors. The availability and quality of nearby recreation opportunities may have improved as state and local community awareness of the social and economic importance of outdoor recreation has increased. The rapid expansion of state and local areas dedicated to outdoor recreation after ORRRC is another indicator of that possibility.

Still another contributing factor to shorter duration visits is the more frequent use of commercial accommodations by site visitors making more distant trips. The 1985-87 Public Area Recreation Visitor Survey data show that 34 percent of the visitors to federal areas for overnight recreation trips are using commercially rented accommodations.

Quality Aspects of Recreation Demand

Americans have a strong appreciation for outdoor quality. In one way, it is most strongly reflected where they do most of their outdoor recreation—their residence or in neighborhood and regional parks and recreation areas within 15 minutes to an hour of their residence.[31] This is where individuals make their largest and most intensive investments of time, labor, and income in outdoor quality—around their homes and in their neighborhoods and communities. While this is not always uniform, it is generally consistent through the nation. Americans actively pursue attractive settings where they live, work and play through the care and maintenance of their lawns and gardens, of flowers, shrubs, and trees in their neighborhoods, about their places of work, and in their parks. In many ways, this is one of the strongest and most consistent expressions of Americans as a nation of communities—they care about the quality of their outdoors.

Another aspect of quality that is not well addressed or understood is the role of variety—the opportunity to experience changes in the environment. This is reflected in the way Americans look forward to and take time to observe changes in foliage, flowers, and colors that come with the seasons. This is an enormous gift of natural beauty and readily available to almost all Americans with little effort. There is also wide geographic variety, particularly over larger distances. Perhaps what is least understood is how the range of qualities of the outdoor environment affects recreation demand and how well that aspect of demand is being satisfied, both for areas close to home where most of the recreation demand occurs and for more remote recreation areas.

The participants in the PCAO's "strategic planning sessions" convened across the country consistently identified protection of critical natural environments and open space as their number one issue.[32] This may have been predictable since participants had an expressed interest in the outdoors. Respondents to the 1986 Market Opinion Research Survey, however, were also reported to have strongly supported a government role in protecting natural settings and environments for outdoor recreation. An overwhelming 87 percent responded that they were willing to pay to have natural areas and environments protected. The amounts that they were willing to pay for that quality were not explored.

The qualitative aspects of recreation demand are poorly quantified and therefore difficult to assess systematically. One of the overbearing limitations in assessing or discussing quality of recreation opportunities is the lack of a definition that is both reliable and consistent with the range of perspectives of recreation consumers. Quality in recreation has many dimensions: naturalness of settings, spaciousness, degree of development, amount of congestion, convenience of access, services available, interpretive information, mystery, risk, and others. It is an important aspect of the demand measurement problem because quality, like beauty, can only be judged through the eyes of the recreationist. It also involves direct costs and resource opportunity costs as well as questions of consumer readiness to pay. Differential fees, where they are feasible, could help considerably toward an understanding of relative tastes and preferences among consumers for quality. Despite these difficulties, continuing public concerns and policy emphasis on environmental quality clearly indicate a strong public interest in higher quality for all environments in which Americans live, work, and play.

The existing patterns and trends in the quality of outdoor opportunities and the general environment do not appear to have hampered the burgeoning postwar demand growth or the current high levels of sustained demands. Surveys that ask consumers their reasons for spending more or less time or money on outdoor recreation generally do not appear to find explicit environmental quality considerations among the reasons for change. These general observations seem to suggest that consumers may be finding that the available range of qualities of opportunities is adequate to satisfy their demands at the costs they incur to enjoy their recreation preferences. Information about how perceived shortcomings in quality may have reduced or altered outdoor recreation demand is not available since this question is rarely addressed in recreation visitor surveys.

However, consumers who pay for access to opportunities often identify quality as an important consideration. For example, hunters who lease private lands show a willingeness to pay a premium to hunt on lands where access is restricted in order to achieve the quality of experience they are seeking. The public willingly accepts restriction on use in designated wilderness areas where demands would exceed use levels that are consistent with maintaining the quality of the wilderness experience and environment. This principle has been successfully extended to national forest whitewater river use by the Forest Service.

In the 1982-83 Nationwide Recreation Survey, the National Park Service sponsored a question on rationing use to avoid quality problems associated with seasonal crowding. Two-thirds of the respondents indicated a first preference for "letting people reserve park visits ahead of time with reservations taken on a first-come, first-served basis." This preference was consistent for a wide range of respondents in terms of demographic characteristics and future visitation expectations.

The foregoing indicators of preference for quality are informative but, along with others, insufficient to use as measures for effective quantitative interpretation. Although the quality of existing lands and facilities appears adequate to sustain the current high levels of demand, it still is not clear what quality means to different individuals or how to measure preferences for outdoor quality or its adequacy for the outdoor recreation demand.

Prices Paid and Consumer Spending for Outdoor Recreation

Prices Paid for Recreation Opportunities

Expansion of the private sector role in supplying recreation opportunities is an indication of the readiness of consumers to pay for the forms of outdoor recreation so provided. Market exchanges between consumers and suppliers represent the successful completion of social as well as economic transactions. They are generally successful because both consumers and suppliers see themselves as better off after the exchange. The growth in the role of the market place indicates that private enterprises and markets are expanding effectively, and increasingly so, in identifying and responding to consumer demands in some sectors of outdoor recreation.

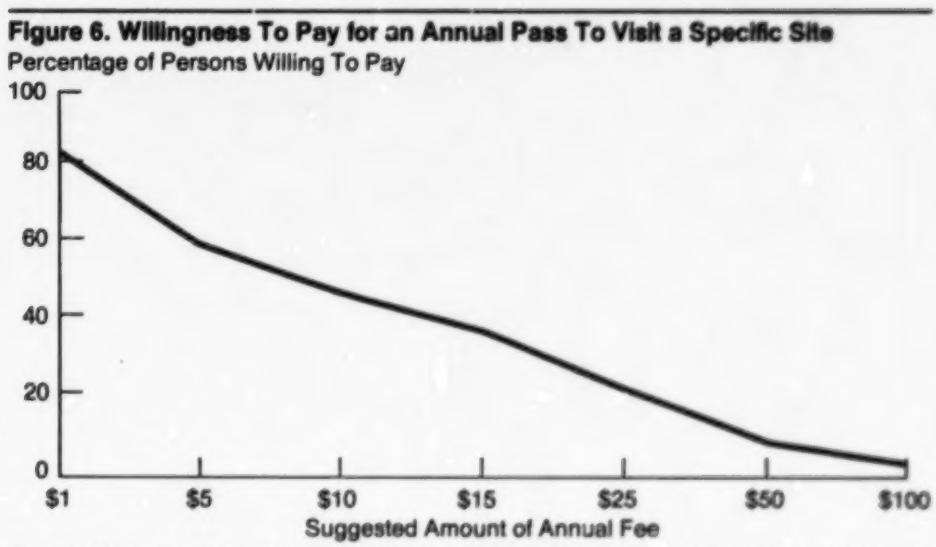
Fees at public recreation areas have expanded and in recent years have risen faster than the general consumer price level. The general evidence is that the level of fees has had little effect on the number of recreation visits at fee sites and areas. Although the introduction of fees or increases in fees has sometimes induced reductions in recreation visitations, these reductions have seemed to be temporary and have not led to sustained reductions. From 1980 to 1983, average fees charged at federal campsites rose 70 percent on national parks, 55 percent on national forests, and 29 percent at Army Corps of Engineer sites, while prices paid by consumers for all goods and services, including those for recreation, increased only 19 percent overall.[33] The rate of increase at Corps of Engineer sites is lower due to an earlier pattern of rate increases before 1980. The higher rates of increase for national park and national forest sites reflect the low level of fees that had been maintained before 1980 freezes and legislative prohibitions or limitations on fee increases. All seven federal agencies now charge fees for use of specialized sites, facilities, equipment, or services furnished at federal expense. The National Park Service and, more recently, the Fish and Wildlife Service also charge entrance fees. Use fees are charged only at federal recreation sites or facilities that meet specific standards of elaborateness, investment, specialization, or exclusive occupancy as established by law or regulation.

In various surveys exploring the willingness of consumers to pay fees or accept higher fees for access to outdoor recreation opportunities and facilities, majorities among most groups of consumers usually responded affirmatively. The percentages favoring fee increases or new fees and the intensity of their support rise appreciably where the revenues from fee increases are earmarked to support services and facilities where they were collected.[34]

Recent data from the 1985-87 Public Area Recreation Visitor Survey show that over 80 percent of the user public would pay at least a nominal fee of a dollar for an annual pass to visit a specific site Nearly 50 percent would pay $10 or more for an annual pass to visit aspecific site (Figure 6).

Other studies have reported that willingness to pay higher fees also increases when respondents are informed about the costs of providing opportunities. Nevertheless, the topic of fees remains quite sensitive. More needs to be done to develop a clearer rationale for the role of fees at public sites and to provide better

Figure 6. Willingness To Pay for an Annual Pass To Visit a Specific Site



Source: 1985-87 Public Area Recreation Visitor Survey, compiled by the Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, Georgia.

information on the public costs of supplying recreation opportunities to visitors. The public seems to find it difficult to transfer to public sites its experience in paying the price of entry and use for privately supplied recreation, which covers both operator costs and a margin for profit.

Consumer Spending for Recreation

Consumer spending for recreation goods and services provides an economic expression of demand. Recreation spending data include all recreation and are somewhat primitive and arbitrary. Trend patterns from a consistent source, however, do offer a barometer of aggregate economic demand. Table 5 shows the trend in inflation-adjusted consumer spending for total recreation from 1970 to 1986. Recreation spending grew at an average rate of 2.7 percent from 1970 to 1983. Per capita spending likewise increased but at a slower rate, 1.5 percent a year. Recreation spending as percent of total consumer expenditures remained above 6 percent, but tended to soften somewhat. The 1986 data show a decline in total and per capita spending for total recreation goods and services. This recent decline may be more a short-run or cyclical effect than a long-run secular trend.

Table 5. *Consumer Spending for Total Recreation*

Year	Billion 1982 Dollars	Percent of Total Consumer Spending	Spending in Dollars per Capita
1970	98.4	6.6	480
1980	125.0	6.2	549
1983	136.8	6.4	583
1986	132.5	5.5	549

Source: National Income and Product Account, Bureau of Economic Analysis, Department of Commerce. Compiled by Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA.

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The above expenditure data indicate a strong consumer demand for recreation over the last 16 years. However, there appears to have been some softening of the spending in recent years as total consumer expenditures have grown somewhat faster than recreation spending. In other words, the related propensity for recreation spending has declined as personal disposable income and total consumer spending increased from 1970 to 1986. This appears to be consistent with the fact that there has been general stability in the amount of leisure time per capita devoted to outdoor recreation. It is also consistent with the slowing growth rate of tourism reported for recent years, compared to the boom period of the 1960's and 1970's.[35] Lower gasoline prices and reduced total annual miles that people now travel for social and recreational purposes are another contributing factor.

Demand Outlook

The demand for outdoor recreation activities, opportunities, and experiences remains massive among Americans. The explosive rates of growth in total recreation demand in the 1950's through the mid-1970's have now slowed to the rate of growth in population. Average per capita amount of leisure time devoted to outdoor recreation and percentage of the population participating appears to have remained stable in recent years. This indicates a demand growth that is about the same as population growth—less than 1 percent a year over the next decade or two. The slowdown in total consumer spending for recreation purposes and its decline as a share of total consumer spending indicate a possible softening of economic demand in this sector relative to other spending alternatives. These patterns are characteristic of a maturing industry that is adjusting to somewhat different patterns in consumer tastes and preferences, which perhaps reflects a gradually aging population.

The continuing but slowing rates of growth in total participation in recreation activities does not alter this outlook. The 3-to-4 percent growth in participation is offset by growing preferences for shorter and more frequent recreation visitations. Stabilization of the average amount of leisure time devoted to recreation affirms this interpretation.

Demands on federal lands are generally softening in the more remote sites. However, on federal, state and county sites near growing communities and urban areas, demand increases are continuing. The demand patterns among communities and states are strongly influenced by local population growth trends as well as by growing preferences for outdoor recreation opportunities close to home.

Recreation demand is also dynamic. Recreation tastes and preferences are changing and shifting among activities, among geographic locations, among federal and state and local community sites, and between public sites and private sites. People are taking more trips, but shorter trips, closer to home. The recreation activities are also becoming more diverse. New technology and equipment have a strong influence on this trend. There is also a general trend, particularly among urban recreationists, to prefer more comfortable and "modern" facilities and services than were the norm in the past—and a readiness to pay a premium for such facilities. However, it is difficult to assess this expressed preference in any quantitative dimensions or to separate it from the general social preference for a higher quality of environment.

The scale and dynamics of this vigorous recreation demand suggests that private enterprises and joint public and private ventures or partnerships can become an increasingly effective and appealing way to perceive and to meet many consumers' tastes and preferences. For public lands, this also means the public is willing to cover a higher share of the costs of supplying outdoor recreation opportunities, facilities and services. The continuing dynamics of recreation demands, while the national aggregate demand is slowing and perhaps leveling, indicate that communities and states will benefit more from local assessments of recreation demands. National assessments cannot be usefully extrapolated to local and state levels.

Chapter 4 Outdoor Recreation Supply

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Perhaps the best general indicator of supply adequacy has been the capability of our resources and suppliers to support the great growth in demand following World War II. This is an empirical, informative and practical indicator, but it begs the question about how a more abundant or different mix of outdoor recreation opportunities would have influenced demand and actual use. It also begs the corollary questions of who should have provided more opportunity and at whose cost. Nevertheless, past performance, in the face of sharply rising demands, offers some optimism about the capability of our resources and suppliers to meet outdoor recreation demands in this period of slowed growth in outdoor recreation use. In this chapter, the quantitative aspects of outdoor recreation supply are presented and discussed. Information and data describing outdoor recreation supply suffers greater shortcomings than outdoor recreation demand measurement. Much less information is presented on quality, reflecting a lack of data, not a lack of importance.

The Land Base as an Indicator of Supply Capacity

The United States has vast expanses of land and water with an extremely wide range of terrain and vegetative cover types. These resources seem adequate to provide the settings to meet the nation's demand for outdoor recreation both now and in the future. The base is largely fixed and, except for wildlife and fish populations, will change very little. As a result, the distribution of some types of recreational settings does not correspond well to the distribution of population. Continuing improvements in some dimensions of environmental quality and in population affluence and mobility, however, should enhance the effectiveness of this resource base for satisfying the outdoor recreation needs of the nation.

Other Factors Influencing Recreation Supply

Other considerations that influence the adequacy of recreation supply are the range of choices among recreation opportunities and activities and the cost of achieving those choices. The adequacy and quality of recreation sites, facilities, and services and the information available about the range of these opportunities are additional factors. Access to the public is also seen as another important dimension, particularly for private lands.

People look for different kinds of experiences, satisfactions and benefits from their recreation activities. Some desire solitude, tranquility, and closeness to nature while others look for opportunities to meet and observe newpeople or to do what is popular among other people. Some seek risk, challenge, and self-reliance while others prefer comfort, convenience, and relaxation, often with families and friends. Some seek the outdoors for purely physical fitness reasons and other simply seek to escape from artificial surroundings. Some people want to follow the crowd while others just want a change in their environment. Over a perid of time, most people seek a range of experiences in a variety of activities and selings. Their preferred options usually vary with age and family status, income, socal influences, seasons and personal tastes and preferences. The mix actually enjoyd is strongly influenced by the available and accessible supply.[36]

The Supply Spectrum for Land-based Recreation Opportunities

A differentiation of the land base by major suppliers across a spectrum of recreation settings, based on their degree of remoteness, provides one useful view of existing and potential national supply. Table 6 makes such a presentation for the lower 48 states, separately for the East (37 states) and West (11 contiguous western states).[37] Supply sources include federal and state lands and private rural lands that are accessible to the general public free or for a fee.

A broad, rich spectrum of recreation opportunities is abundant in the western states (Table 6) where about 60 percent of the land base is in public ownership. The West, with 19 percent of the U.S. population (Figure 7), has 88 percent of the wilderness and other back-country opportunities in the contiguous 48 states. The nearness of many attractive wilderness and back-country areas to populous urban areas and interstate highways creates some significant land management issues for those parts of that rich spectrum. Serious wilderness and back-country overuse near some urban centers indicates heavy demand relative to limited local supply and a need to manage use and access more consistently with the resource capability and capacity. Forest Service analyses[38] indicate that remote natural areas are generally ample to meet existing and projected demand in the West, when the more distant settings away from urban areas are taken into account. The

Table 6. *Distribution of Land by Degree of Remoteness Among Federal, State and Publicly Accessible Private Rural Lands in the Contiguous 48 States*

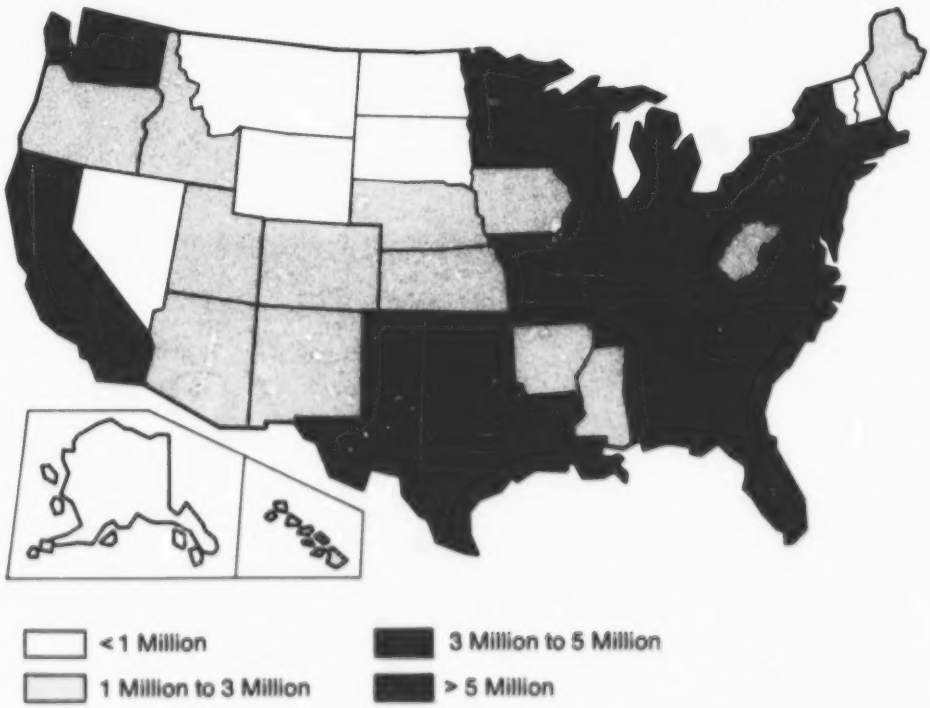
Supplier by Region	Degree of Remoteness			Total
	Wilderness and Other Very Remote Areas	Extensive Back-Country Areas 1/2 to 3 Miles from Roads	Areas Near Roads and Partially Developed	
	Million Acres			
East				
Private[1]	(2)	1.9	160.7	162.6
State[3]	7.5	4.3	26.8	38.6
Federal	5.3	5.4	19.9	30.6
Subtotal	12.8	11.6	207.4	231.8
West				
Private[1]	(2)	36.4	97.8	134.2
State[3]	0.5	1.3	12.6	14.4
Federal	58.5	77.3	203.3	338.6
Subtotal	58.5	115.0	313.7	487.2
TOTAL	71.3	126.6	521.1	719.0
Row Percent	9.9	17.6	72.5	100.0

[1]Area based only on those private lands that are estimated to be available and open to the general public for recreation on a free or for-a-fee basis similar to public lands. Excludes all private ownerships less than 20 acres in size which represent the large majority of private ownerships, but a relatively small part of the privately held acreage, less than 10 percent. Also excludes private lands that are posted or otherwise not open to the general public for recreation but where neighbors, friends, relatives and others asking permission for recreation use are permitted special access for recreation purposes. Such acreage is very large, encompassing as much as an additional 500 million acres. Source: National Private Land Ownership Study. Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA.

[2]Any private, remote lands are included as extensive back-country areas.

[3]Includes state parks, forests, fish and game areas and other state lands available for public access.

Figure 7. Distribution of Population by State



Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA. 1987.

more distant locations, of course, involve longer trips and probably higher travel costs. Wilderness, remote, and back-country areas make up 40 percent of the western federal lands that are accessible for outdoor recreation, with the largest part on national forests. But they account for less than 10 percent of the total outdoor recreation visitation on federal lands.

In Alaska, the remote natural areas in federal and state ownership total 135 million acres, almost as much as the total for the lower 48 states. Their distant location away from the nation's population greatly limits their availability for recreational use.

The East, where 81 percent of the population resides (Figure 7), has only 12 percent of the wilderness area and other back-country opportunities in the contiguous 48 states. Federal lands, which provide practically all of this back-country opportunity in the West, are far less abundant in the East. This makes it very difficult to change the availability of remote recreational settings and opportunities in the East. The generally earlier settlement and development of

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most of our lands in states east of the 100th meridian and their much larger populations has limited such supply opportunities. Eastern consumers apparently have largely adapted to and accepted this difficult-to-alter situation. For example, visitor days of use at eastern national forest designated wilderness areas (1.83 million acres) currently is 1.78 million a year, about 16 percent of total national forest wilderness use, excluding Alaska. At western national forests (25.12 million acres) it is 9.54 million, or 84 percent of the total use. This distribution of wilderness use is just about the reverse of the differences in population. Intensity of use, however, is higher in the East, averaging 1.03 visitor days per acre per year compared to .38 in the West. Easterners seem to have found substitutes through adjustment of their subjective perceptions, use of alternative settings, or some of both.

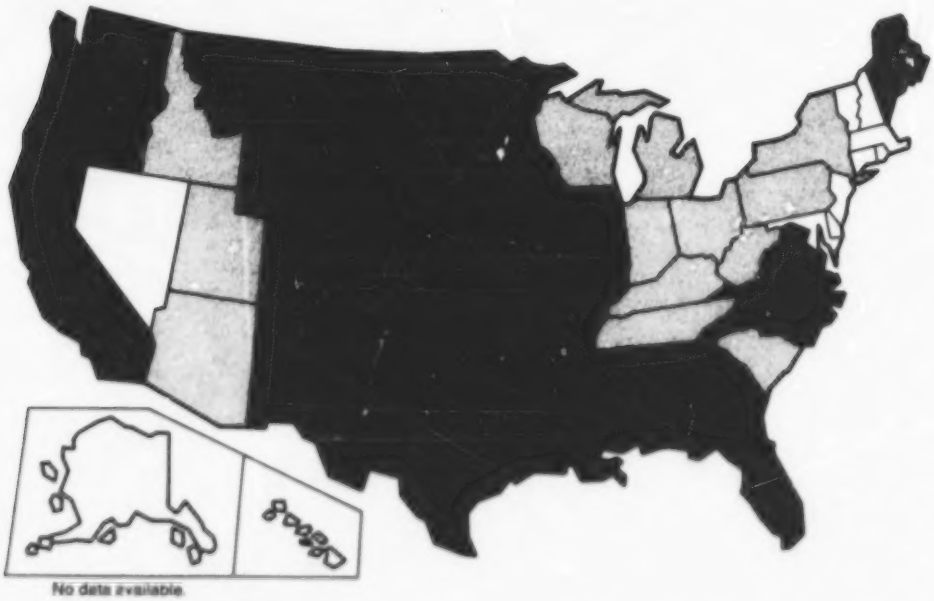
The acreage and distribution of the less remote and the more developed recreation areas near to roads that are open to the general public are abundant in both the East and the West. In the West, these settings are largely located on public lands, but private settings are likewise relatively abundant (Table 6). In the East, they are heavily concentrated on those private lands that are open to the general public for recreation, free or for-a-fee to hunt, hike, picnic, camp, fish, ski cross-country, snowmobile and participate in other uses. Roaded and near-to-road public land settings supplement the private settings, but they are much less abundant. Figure 8A shows the distribution by state of private industrial and non-industrial lands open for recreation. The industrial ownerships make up 22 percent of the total private lands open for public recreation.[39]

The private acreages in Table 6 and Figure 8A include only those areas where owners have an established policy to provide public recreation free or for-a-fee, which is comparable to public land policies. The estimated total of 297 million acres (an area about three times the size of California) of accessible private lands represents 23 percent of the total private acreage in the contiguous 48 states (1.27 billion acres, also see Figure 8B). Not included in Table 6 are as many as 500 million additional private acres which are posted or where public access is otherwise restricted by private owners, but where recreation use is permitted for close friends, relatives and neighbors, and for visitors who ask special permission for such use. Although data are scarce, it seems likely that considerable outdoor recreation does occur on this large portion of the private lands. Most of these additional acres are in the East where private land ownership predominates. They may represent a large potential for expanding private land availability for open public recreation.

Public lands are less available in the East. They are only 14 percent of the total land base in the northern part of this region and 8 percent in the southern part. The lowest concentration of public lands in the East occurs in predominantly agricultural areas where population densities are lower and whose locations are generally more remote from major urban centers. Thus, the need for public recreation land likewise tends to be lower. Considerably more state lands are available for public recreation nearer to the industrial and more urbanized areas.

Limitations on availability of private lands for public recreation are attributable to a number of factors. One is the belief that recreation conflicts with other land uses and/or a reluctance to increase the complexity of management for the main

Figure 8A. Distribution of Private Industrial and Non-industrial Land Open to the Public for Recreation Use



Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Recreation Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

property use. Another is that private lands are increasingly used for residential use and people seek privacy and a rural life style. Also, some landowners seek to avoid the impacts of public use and attendant liability problems, and there is growing absentee ownership, potential for subdivision, and development and other changes. The route for ameliorating the first factor mostly involves education in multiple resource management and a renewed sense of caring or ethic for the land among users on private lands.

The liability problem has been the focus of some important legal relief. To encourage private landowners to allow public recreational use of their lands, 47 states have recreational use statutes that provide varying degrees of protection from liability suits, except in cases of gross negligence, for landowners who offer recreation users free access and use.[40] These statutes apply to government entities as well as to the private sector. The states of Oregon and Washington have especially strong statutes, and they have been used by the federal government to defend against tort claims. Courts have found "non contendere" in several such cases involving accidents on national forests. Legal experts believe

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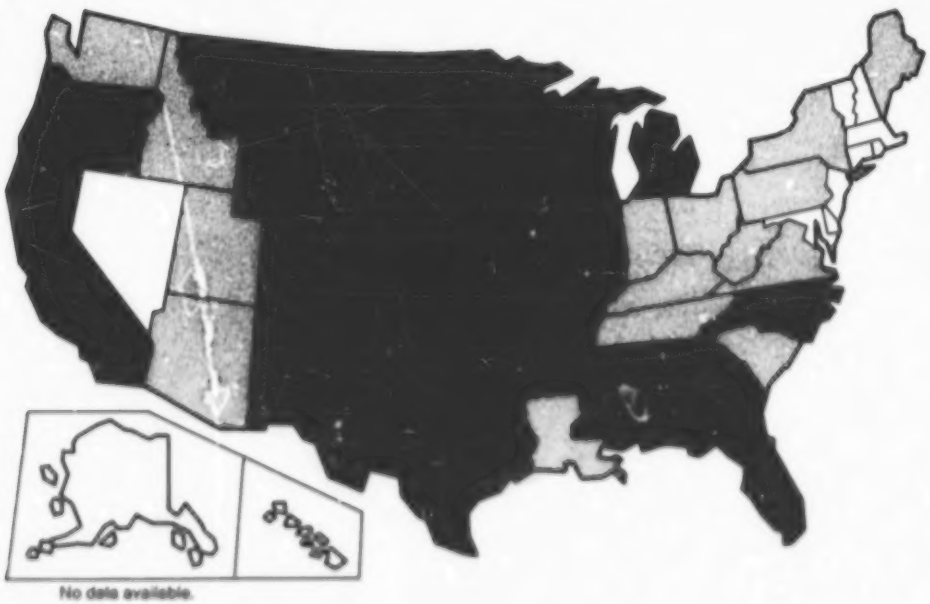
Figure 8B. Distribution of Private Industrial and Non-Industrial Acreage



Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Recreation Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

the state statutes provide substantial protection to owners. There remains a view, however, that state statutes have seldom been tested in the courts, suggesting that more education is also needed in this area. The state statutes also do not provide protection to owners who charge fees for public access or use. So, many landowners and their insurance companies remain reluctant to encourage public use.

Such limitations on the availability of privately owned lands for public recreation do not preclude a potentially significant role for the private sector in supplying future recreation opportunities, as can be seen in Figure 9, which shows the distribution of private and public campgrounds by region. Private campgrounds are more abundant relative to public campgrounds in the East where public lands are relatively less abundant. In the West, public campgrounds are 35 percent more abundant than in the East, despite the smaller population. Private campgrounds still find a role, but their numbers are far fewer, less than half the number of public campgrounds. In the West, there often is a complementary relation between

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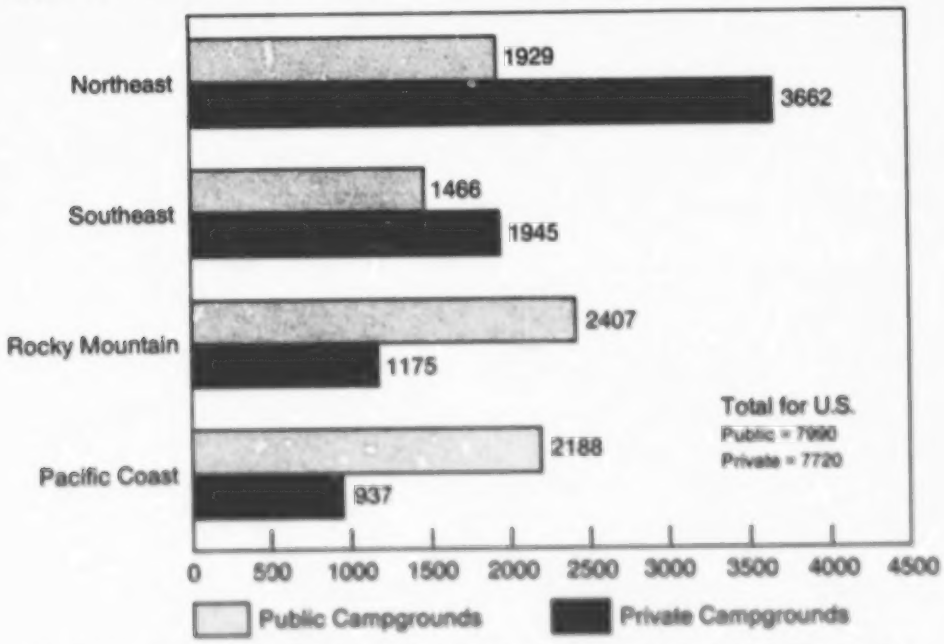
Figure 9. Number of Public and Private Campgrounds by Region



Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Recreation Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

private campgrounds and public lands. Private camp sites often provide comforts and services not available at public sites and some consumers prefer the former while using the public lands for other recreation activities.

On federal lands (Figure 10), there is substantial capacity to expand dispersed types of recreation in the less remote, roaded settings on Forest Service and Bureau of Land Management lands. In California, for example, where national forest recreation is very intense, general dispersed recreation use of the forests continues to grow even though the average acres per visitor day of use of accessible roaded area has declined to 47 acres. This index of land space availability assumes a 150-day season of use.[41] Thus, for national forests in California, the high density of use of the land base is not yet a limiting supply factor. In the rest of the western national forest regions, the available acres per dispersed recreation visitor day averages 130 acres, and ranges from 91 acres in the Northern Region to 174 acres in the Intermountain Region. In the Northeast, national forest roaded acres per visitor day for dispersed recreation is 108 acres; in the Southeast, it is 88 acres. National forest plans generally report substantial capacity to expand the supply of roaded and the less remote dispersed recreation, enough to meet projected demands over the next 50 years. The Bureau of Land Management lands, which are concentrated entirely in the western states, are less intensively used than national forests in general. They can support the widest range of recreational opportunities and perhaps have the capacity to absorb more

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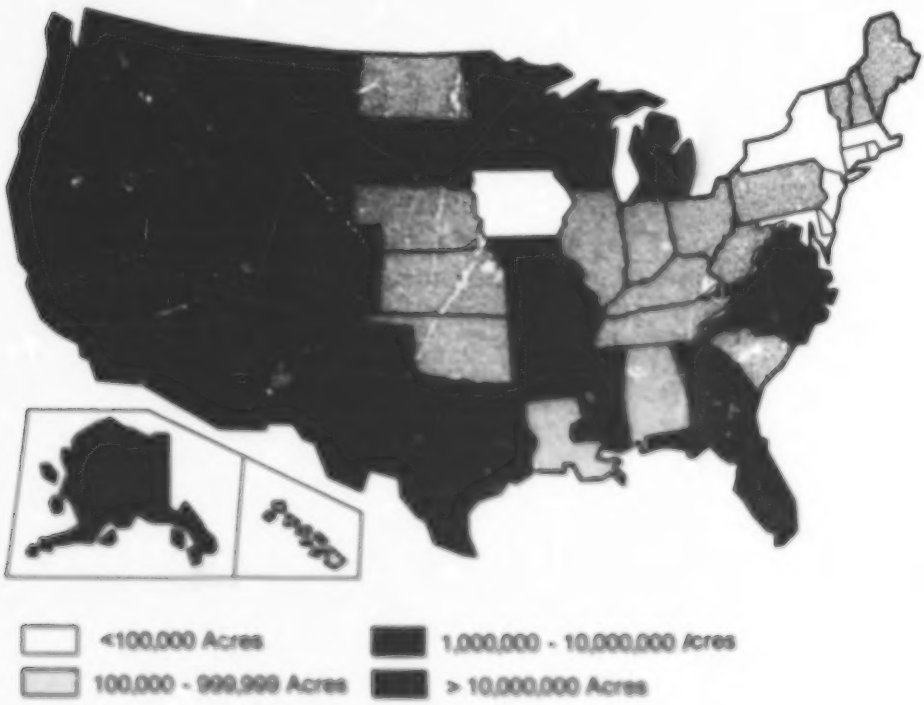
Figure 10. Distribution of Federal Recreation Lands by State



Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Recreation Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

recreation use than any lands administered by other federal or state agencies. While national parks and forests and even Bureau of Land Management lands are experiencing crowding in certain locations, the Bureau of Land Management lands provide more room to roam for current and future dispersed recreation activities.

Supply of Water-based Opportunities

Outdoor recreation centered on water-based opportunities is relatively popular with the public. This is evidenced primarily by the participation rate for water-based opportunities. In the 1982-1983 Nationwide Recreation Survey, respondent participation rates in outdoor swimming, fishing, and boating of all types were 53 percent, 34 percent and 18 percent, respectively.[40] Figure 11 shows the relative distribution of inland surface waters by state.

In addition to the numerous public and private water and power reservoirs providing water-based recreation, the supply of fresh water for outdoor recreation opportunities is being expanded by the existing and continuing government and private efforts to clean up our nation's waters. The fishable and swimmable waters have been significantly reclaimed in recent years.

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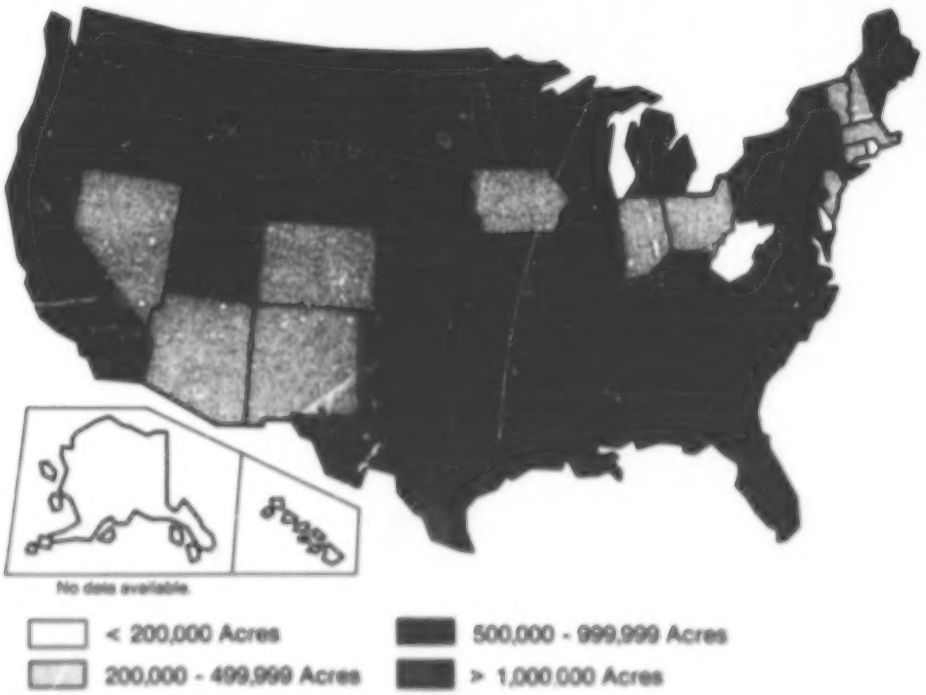
Figure 11. Distribution of Inland Surface Waters



Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Recreation Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

"Fishable and swimmable" is the designated use for most of the U.S. surface waters. In 1986, the EPA National Water Quality Inventory estimated that the designated uses were fully supported in 74 percent of assessed river miles (42 states reporting); 73 percent of assessed lake acres, excluding the Great Lakes (37 states reporting) and 75 percent of assessed estuarine and coastal waters (20 coast states reporting). About 75 percent of the nation's surface waters that were assessed were reported by the Environmental Protection Agency to be clean enough for fishing and swimming.[43] A joint National Fisheries Survey carried out by the Environmental Protection Agency and U.S. Fish and Wildlife Service in 1982 found that sport fish, including rainbow trout and largemouth bass, occur in about 73 percent of U.S. inland waters and that 67 percent of U.S. streams are suitable as sport fish habitat.[44] Visitor days of fishing in 1985 were 532 million—an increase from 431 million in 1980 and 424 million in 1975.[45]

Continuing programs to clean up our waters should improve their recreational quality further in the future. The most important improvement will tend to be in areas with the densest population. Generally, that is where quality problems from a recreation use viewpoint have been most severe. Water quality problems on public lands have been much less severe. That is because they are more remote

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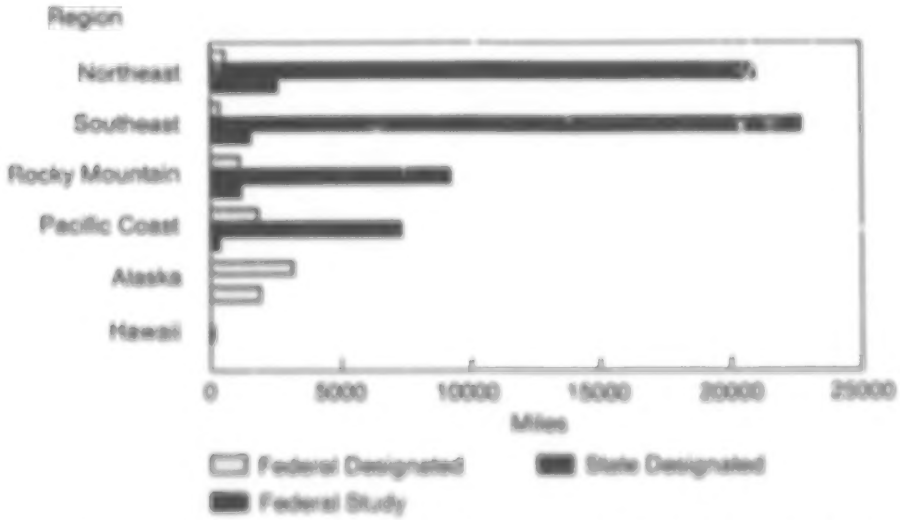
and often upstream from populated pollution sources. As a result, there has been much less intensive use of the waters on public lands for municipal and industrial waste disposal.

The availability of surface waters, most of which are fishable and swimmable, is closely correlated with location of population centers and high population density (Figures 7 and 11). This distribution and continuing improvements in the recreational quality of these waters provide a large potential for increasing the supply of water-based outdoor recreation opportunities in locations very convenient to large portions of the U.S. population. The expansion of water-based recreation opportunities can substantially influence the distribution of participation between land-based and water-based activities where the continuing cleanup of waters leads to substitution of water-based opportunities among recreation seekers for land-based recreation opportunities.

Expanding the use of water/based recreation opportunities will hinge on providing access to the shorelines, on maintaining instream flows in the West during the summer and fall, on ease of entry into the water with boats, and perhaps safety considerations in and on the water. Because private lands often predominate the borders of streams and rivers, particularly in the East, expanding access should aim at encouraging a significant private role and will require resolution of a number of land use and liability issues. Figure 12 shows the miles of rivers designated and under study for the National Wild and Scenic River System and miles of state designated significant rivers by region. The number of boat ramps

Figure 12. Miles of Federal Wild and Scenic Rivers and State-Designated Significant Rivers, by Region



Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Recreation Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

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by region are shown in Table 7. The distribution of boat ramps probably reflects both a difference in natural access to rivers and a difference in demand.

Saltwater recreation opportunities have grown and should continue to grow where pollution control and fisheries enhancement efforts are continued, especially in the estuaries. Easy access to the saltwater shorelines is limited for some people by private ownership, but it should not inhibit off-shore use opportunities.

Table 7. *Number of Boat Ramps by Region*

Region[1]	Number of Boat Ramps
Northeast	4,042
Southeast	2,007
Rocky Mountain	560
Pacific Coast	1,624
Total	8,233

[1]No data for Alaska or Hawaii.

Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recretion and Wilderness Assessment Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

Snow- and Ice-based Opportunities

Winter recreation opportunities, by their nature, generally have relatively more abundant primitive and semi-primitive outdoor settings than other landbased opportunities in other seasons. Winter storms often close roads, creating a more remote land base and more primitive and semi-primitive environment with reduced accessibility and a higher perception of risk and challenge for crosscountry skiers, snow-shoers, and snowmobilers. Snow softens the effects of roads, timber harvest areas, and other activities in the more developed land-based settings so that a literal abundance of semi-primitive outdoor settings is created during the winter season. Well-placed timber-harvest roads can often serve as cross-country ski or snowmobile trails. Figure 13 shows the distribution by state of acres available for winter recreation on private and public lands.

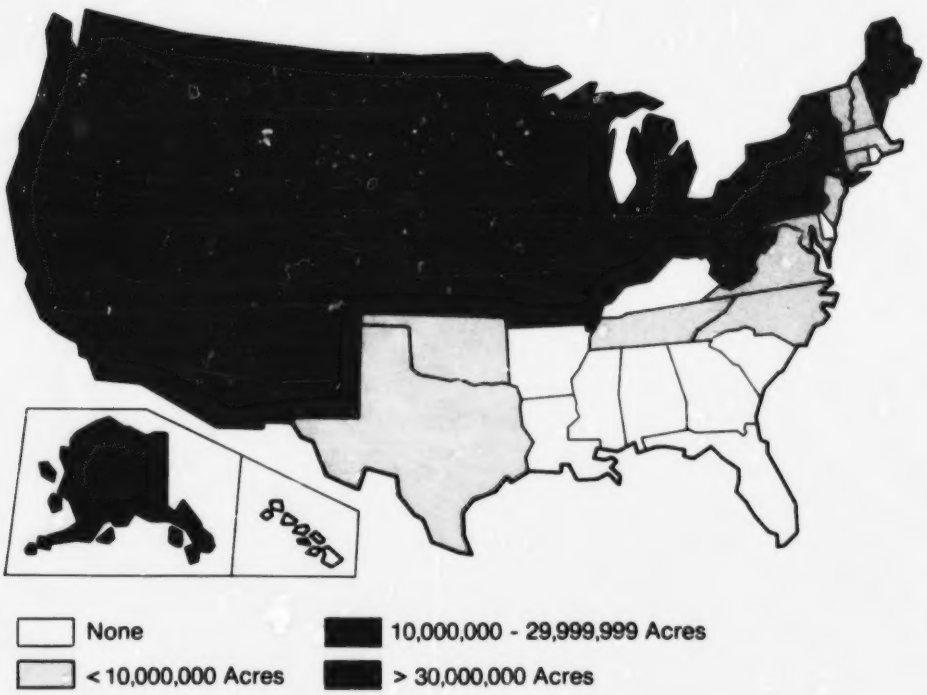
A common challenge is providing enough open roads and parking to accommodate demands for this type of use at the most preferred locations. Conflicts between motorized and nonmotorized users can usually be resolved by separate trail systems and parking areas as well as scheduling different times for alternative uses. Capacity for expansion of developed winter sports such as downhill skiing can usually be found in areas with the required terrain and snowfall where user demand is strong. There appears to be room for such expansion on federal lands.

Quality Trends

Environment

Many programs have been put in place to halt and reverse resource damage, deterioration, and depletion. This includes legislation, policy and programs for wilderness, air quality, water quality, wetlands protection, endangered and

Figure 13. Distribution by State of Acres Available for Winter Recreation on Private and Public Land



Note: Acres based on having more than 16 inches of annual snowfall.
Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Recreation Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

threatened species, and environmental quality in general. It also includes legislation to designate recreation areas, wild and scenic rivers, cultural and historical sites, national parks, and wildlife refuges. Other actions include coastal zone management, surface mine reclamation, nonpoint source pollution control, and National Forest System and Bureau of Land Management public lands planning with public participation.

Substantial progress has been made since ORRRC, the National Environmental Policy Act of 1969 and the establishment of an independent Environmental Protection Agency in 1970. Although there are some exceptions, the data clearly indicate that the quality of the recreational environment in most of its many dimensions is improving. This trend can be expected to continue. Careful targeting of existing programs to priority locations, where the combined recreational benefits to consumers and general environmental improvement are the greatest, would be one way to assure maximum effectiveness of current environmental protection and recreation resource management. This is difficult to achieve due to lack of any

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quantifiable public priorities in demand preferences for more recreational quality as well as inadequate data and methods for measuring both recreational and environmental benefits. Making the most of available information may be the only practical path in the near term.

Facilities

The deteriorating quality of many recreational facilities is easier to document and appears to be a continuing, difficult to solve, perennial problem at public recreation sites. In general, most government agencies have had difficultly in consistently maintaining recreation sites and facilities at a high level of quality. This is reflected by the periodic agency efforts to restore and rehabilitate—as in the National Park Service Mission 66 and similar Forest Service projects. The Reagan Administration's Park Restoration and Improvement Program undertook a $1 billion restoration of infrastructure in the national parks in the early 1980's. To deal with ongoing maintenance, the National Park Service has installed a new computer based maintenance management system to schedule maintenance more efficiently in the national parks.

State parks face similar problems. In the Myers and Reed survey of June 1986,[46] state park directors in 40 states identified neglected maintenance as their system's most serious problem. Public complaints about neglected facilities ranged from broken picnic tables to obsolete water supply and sewage treatment systems. The situation in part reflects limitations in government recreation program funding in competition with other public priorities for the available public revenues. Public agencies often seem to be able to find support for developing and expanding new facilities. Funding for maintenance of existing facilities is often another story. The cumulative burden of growing maintenance, service, and rehabilitation costs associated with expanding facility capacity often seems more difficult to manage on a year-to-year basis.

There are indications that people are generally seeking a higher quality of facilities than in decades past. This is reflected in growing relative preferences for the greater physical comfort and convenience of modern services and facilities versus the rustic facilities and remote settings that were the norm in the past. Recreational vehicle parking, showers, electric hookups, flush toilets, sewer dump stations are expected by the public at all modern facilities. The same type of preferences is reflected in the design trends of recreation vehicles for touring and travelling. Primitive facilities are not entirely passé; they are still acceptable in some locations, e.g., remote back-country.

Information

Amount, type, and distribution of information about available recreation opportunities importantly affects their use and, in turn, the kind of consumer satisfactions experienced. The availability of such information to consumers can improve the effectiveness of the existing supply of recreation opportunities and the distribution of use.

Generally, information about the availability of outdoor recreation has improved significantly, as is evidenced by the growth of the tourism industry, national travel clubs, travel service agencies, the wealth of travel brochures, computer information services and advertising, and the attention given to travel in many regional and national newspapers. There is substantial information available in many places about public and private recreation opportunities. But there is much room for

improvement in the completeness of the information, integration among different delivery systems, and the effectiveness of delivery to consumers. In the Market Opinion Research survey for PCAO, respondents cited word of mouth from family and friends and newspapers as the two major sources of information about where to go and what to do for outdoor recreation. Information directly from parks and recreation providers was only mentioned as a minor source by the respondents. This response may indicate that the largest demand for better information is for outdoor recreation opportunities closer to home which generally is not addressed by the tourism industry and travel services except in the weekender section of local newspapers.

The management of information systems about recreation opportunities is particularly well adapted to private sector enterprises on both private and public lands because of their basic orientation toward priced consumer services and information. However, private systems are dependent upon user charges for information services to recover costs and earn a profit. Thus they are closely linked to reservation and information services for people traveling away from home.

Role of the Private Sector and Partnerships on Public Lands

Given the high level of outdoor recreation demands and their great diversity and dynamic nature, wider use of market-oriented approaches offer a significant opportunity for more effective supply responses to and interactions with the recreation tastes, preferences, and demands of consumers. The market approach in outdoor recreation has been playing an increasingly important role throughout the postwar period. Opportunities such as camping, which in the past were largely provided by public agencies, have increasingly been supplied by private enterprises. Private campgrounds now are about equal to public campgrounds nationally (Figure 9). Private suppliers are better able to respond to the changing tastes and preferences of consumers, particularly in terms of improved quality of facilities, services, and comforts. The fact that public lands make up a large part of the supply of potential recreation opportunities suggests a substantial opportunity for a blending of private enterprise with public ownership. Partnerships between the private sector and public land management agencies offer a promising potential to increase outdoor recreation supplies where demands are strong while improving the overall effectiveness of public recreation expenditures. The market approach may well work better for some opportunities than others. But its potential should be explored and tested for a wider range of opportunities than have been experienced in the past.

A more market-oriented approach implies increased use of pricing, particularly where the private sector is involved. Expansion in the use of pricing will provide an improved financial capability to fund an appropriate level of maintenance and services. Fees on public lands that are more commensurate with the costs of developing and maintaining recreation opportunities and serving visitors will also provide stronger incentives for private recreation investments and enterprises on adjacent private lands as well as public lands. For federal lands, there is a need to broaden the legislative authorities to permit a more flexible and responsive system of pricing and retention of revenues to cover operating and maintenance costs.

Public agencies have gradually been encouraging and broadening the use of private investment to provide recreation facilities and services on public lands. For

certain activities, such as downhill skiing on national forests, practically the entire investment and service needs are turned over to the private sector. The required public resources are leased for an annual rental fee. Private recreation residences, obtained by lease agreements on national forest lands, are a similar arrangement but offer very limited use opportunities for the general public. Private investments in recreation development on public lands are essentially joint ventures, usually called partnerships. The public agency usually retains a basic responsibility for assuring that the resources are adequately protected, that the private partners provide for user safety, and that a proper public agency role is retained over any expansion of facilities on leased sites.

There are some recreation settings and activities for which the entire investment, public supervision, and resource maintenance are provided by the public agencies. Wilderness and back-country, settings are cases in point. Public agencies currently retain full management responsibility for sensitive resources such as wilderness, back-country, and wild and scenic rivers except for the provision of guide and outfitter services. Even here, though, there are situations where maintenance and even some management responsibilities are entrusted to non-federal entities. The maintenance of the Appalachian Trail by local hiking clubs along its route is such an example.

There are still other opportunities that fall between the foregoing extremes. Their number is growing as public agencies increase the opportunity for private investment and management. Examples are concessionaire campgrounds, information management systems, guide and outfitter services, and interpretive services. Where these and other recreation facilities or services are feasible and appropriate for private sector development and management, they should be encouraged. Private partnership ventures should include mutually accepted standards, guidelines, and monitoring programs to provide for public safety, to protect environmental quality, and to prevent site degradation.

The Role of Federal Lands in the Supply of Outdoor Recreation

The federal government owns and manages a huge estate—about one-third of the national land base. Including state and local holdings increases government ownership to over 40 percent. More than 752 million acres of public parks, forests, wildlife refuges and game lands are available for recreation (Table 8). The federal government administers 691 million acres, or 92 percent of that total. About 54 percent, 376 million of the federal acres, are in the contiguous 48 states. Other public suppliers include states, counties, and municipalities. State lands total 59 million acres, 89 percent of which is in the lower 48 states (Figure 14). Recreation lands administered by local governments total 2.5 million acres.

Distribution of Federal and Other Lands Relative to Population

About 83 percent of all federal lands available for outdoor recreation are concentrated in 12 Rocky Mountain/Northern Plains states (Idaho, Montana, Wyoming, Nevada, Utah, Colorado, Arizona, New Mexico, The Dakotas, Nebraska, and Kansas) and Alaska. Only 7.8 percent of the nation's population resides in these states (Figures 7 and 10). The great majority of federal land is remote from the nation's communities and people. The expansion of interstate highways, growing population affluence, leisure and mobility, and the growth of the tourism industry have made these lands somewhat more available to the other 92 percent of the population. But limitations on frequency and length of trips acts as a practical constraint on a large expansion of recreation participation on these lands.

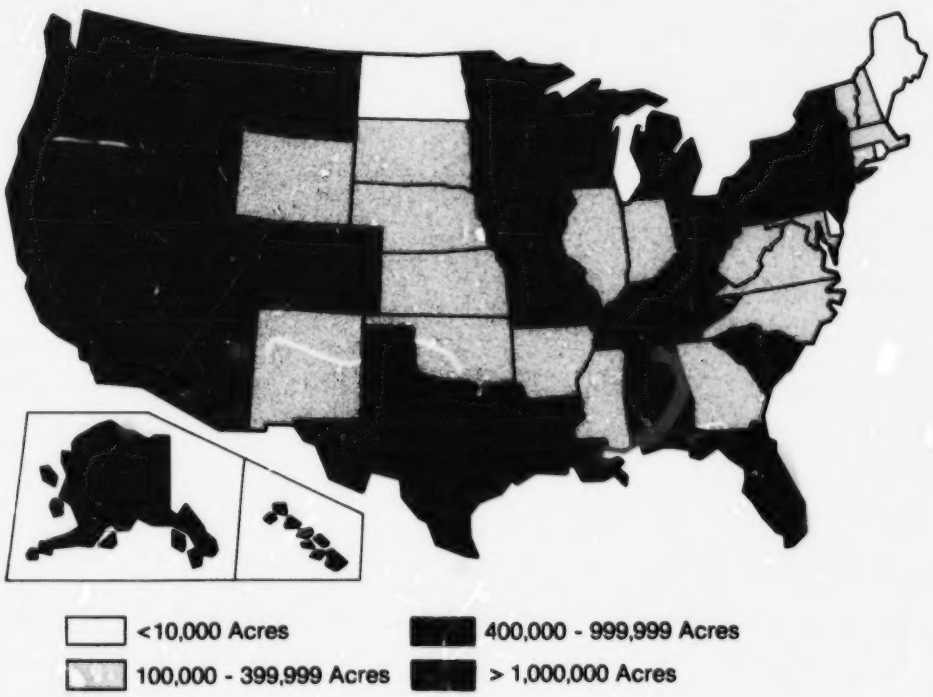
Table 8. *Public Land Areas Available for Recreation and Population by Region*

Public Ownership	NE	SE	Rocky Mt[2]	Pacific	Subtotal	Alaska	Hawaii	Total
				Million Acres				
Federal	13.0	18.8	261.7	82.9	376.4	314.5	.2	691.1
State[1]	22.6	15.1	7.7	6.7	52.1	5.2	1.5	58.8
Local	.9	.4	.5	.6	2.4	.1	-	1.5
Total	36.5	34.3	269.9	90.2	430.9	319.8	1.7	752.4
Percent of Total	4.8	4.6	35.9	12.0	57.3	42.5	.2	100.0
Population Percent	47.0	30.9	7.6	13.8	99.3	.2	.5	100.0

[1]Includes state parks, forests, and fish and game areas owned by states. Leased acres or areas under cooperative agreement are excluded. State forests not open to visitors are also excluded. State and federal refuges without services including fish hatcheries and water fowl production areas are likewise excluded.

[2]Includes the eight Mountain States, plus Kansas, Nebraska, and the Dakotas.

Figure 14. Distribution of State-Owned Recreation Areas



Source: National Outdoor Recreation Supply Information System, compiled by the Outdoor Recreation and Wilderness Recreation Group, USDA Forest Service, Southeastern Forest Experiment Station, Athens, GA, 1987.

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Seven federal land managing agencies share the management responsibility for the bulk of those lands and associated inland waters.[47] They are:

Department of Interior	*Million Acres*
Bureau of Land Management (BLM)	337
Fish and Wildlife Service (FWS)	90
National Park Service (NPS)	76
Bureau of Reclamation	6
Department of Agriculture	
Forest Service (FS)	191
Army Corps of Engineers (COE)	11
Tennessee Valley Authority (TVA) (770 thousand acres)	1
Total lands and inland waters	712

The three Pacific Coast states (Washington, Oregon, and California), with 12 percent of the population, have almost 14 percent of the federal-recreation land. The states east of the Rocky Mountain/Northern Plains states, with 80 percent of the population, have 4.6 percent of the federal recreation land. This uneven distribution of federal lands demonstrates the practical limitation of the large western federal land base as an outdoor recreation supply source for communities and cities east of the Rocky Mountains. However, several major eastern cities have substantial federal land within 2 to 4 hours' drive, one way.

The skewness of the federal land base is offset strongly by the distribution of state and local government land available for recreation. Almost two-thirds of nonfederal public lands are located in the states east of the Rockies (Figure 14). They are also located closer to communities and urban population centers, where they can be readily and frequently reached.

The private land base is also heavily concentrated east of the Rocky Mountains where 80 percent of Americans live. Total private land base in the contiguous 48 states is 1,273 million acres. Almost two-thirds of these private lands—800 million acres—are in 33 states east of the Rocky Mountains (Figure 8B).

Visitor Use of Federal Lands by Agency and Region

The distribution of visitor use among federal lands administered by the four major agency suppliers reveals the recreational role of these lands by Region as shown in Table 9. The distribution of visitor use on these federal lands is much less uneven than the distribution of those lands. Almost 50 percent of the National Park System visitor use and 80 percent of the visitor use at Army COE water resource project sites occurs in the East. Much of the National Park System visitations in the East are at developed urban sites, including places such as the Washington Monument, George Washington's Plantation Home, Ellis Island Customs and Immigration Historic Site, Arlington Cemetery, and many other historic and cultural sites, which are abundant in the East. Table 10 shows total National Park System visitations by proximity to urban population centers and percentage change for recent years. Nearly 70 percent of the visits were in central cities or within metropolitan areas.

Army Corps of Engineers water resource projects are heavily concentrated in the East, mainly in the South. They are typically accessible to large urban population centers. Of the total 463 Corps projects, 97 percent are located within 100 miles of

one or more of Standard Metropolitan Statistical Areas. Thus, Corps lands, though relatively limited in area, are located close to high-demand centers. Their water impoundments provide an extensive supply of water-based recreation opportunities that rank very high on the public demand preference scale.

Table 9. *Visitor Use of Federal Land by Agency and Region, 1985*[1]

	NE	SE	West	Total	NE	SE	West	Total
	Million Visitor Days				*Percent*			
Forest Service	21	24	180	225	9	11	80	100
Corps of Engineers	32	85	29	146	22	58	20	100
National Park System	16	36	53	105	15	34	51	100
Bureau of Land Management	—	—	21	21	—	—	100	100
Total	69	145	283	497	14	29	57	100

[1]The West includes the Pacific Coast and Rocky Mountain States, Alaska, Hawaii and four Great Plains States—Kansas, Nebraska and the Dakotas. The Southeast includes Texas and Oklahoma and all states directly east, including Kentucky and Virginia. The Northeast includes the remaining 20 states.

Source: Federal Recreation Fee Report, USDI, National Park Service, 1985.

Table 10. *Total Visitations in National Park System and Percentage Change by Proximity to Urban Population Centers.*

Period	Proximity			
	Central City	Within Metropolitan Areas	Outside Metropolitan Areas	Total
	Percent Change			
1978 - 1980	19.9	- 4.3	13.1	—
1981 - 1983	6.0	- 1.7	1.4	—
1984 - 1986	10.6	11.0	6.2	—
1986 Total Visits Number in 000's	109,992	86,632	84,471	281,095
Percent of total	39	31	30	100

Source: 1986 National Park Statistical Abstract, Statistical Office, National Park Service, Denver Service Center, Denver, CO.

The Tennessee Valley Authority administers a much smaller area than the Corps and provides similar opportunities at its reservoir sites within the Tennessee River Basin. Because one of the purposes of TVA reservoirs is power production, lake

level management is an important recreation opportunity issue. Severe draw downs usually occur during the high recreation-use summer season.

National forest lands in the East are somewhat more intensely used by visitors than those in the West. Forests in the Northeast, with 6 percent of the lands, provide 9 percent of total visitor use. Those in the Southeast make 6.5 percent of the National Forest System and provide 11 percent of the total national forest use. The forests provide a wide range of forest recreation opportunities and settings.

Agency Components of the Federal Recreation Land Base

The National Park System

The National Park System, administered by the National Park Service, is made up of 341 units containing a wide range of significant natural, historic, recreational, and cultural resources. The System includes the National Parks and Monuments, which are considered by many to represent the most spectacular scenic wonders of the nation. It includes National Recreation Areas with units near urban centers such as San Francisco, New York, Atlanta, and the Cleveland-Akron area. Many battlefields of the 1776 Revolution and the Civil War and numerous other historical sites are included. The units range in size from a few acres to several million acres. They are located in all states but Delaware. Their total area is 79.8 million acres. Only about one-third of this acreage is in the contiguous 48 states and Hawaii; the majority of national park lands are in Alaska.

The recreation opportunities and settings among national park units range widely, from highly urbanized developments and locations, such as the Washington, Lincoln, and other monuments on the Mall in the District of Columbia, to vast expanses of primitive back-country and wilderness in parks like Yellowstone in Wyoming. The latter are usually more difficult to access due to the National Park Service policy that emphasizes preservation of natural values. National parks have only 7,000 miles of trails and 7,000 miles of road, including the national parkways and trails. Most of the extensive back-country national parks as well as many other National Park Service units, have highly developed visitor centers, including various types of concessionaire enterprises and overnight accommodations. Wildlife is protected on national parks; hunting is not permitted. Fishing is a permitted activity. Most commercial use of resources is precluded by the preservation policy. Visitors are not permitted to remove any natural materials or objects from national park lands.

Use tends to be extremely high in a number of "destination" parks and in the urban national recreation areas. Innovative transportation systems and other strategies have been developed to handle the heavy use without resource degradation. Use at the bulk of the units is well within the capacity of the units without special management protection.

Direct federal services to National Park System visitors and visitor sites are the highest among all federal recreation agencies. This includes a high level of interpretive services at most sites. Total full-time National Park Service employment, including administration, protection and maintenance, as well as

interpretive services, has averaged over 13,000 full-time quivalent person years (FTE's) since 1981. That is more than the total recreation FTE's, which also includes administration, maintenance, and interpretive services, but excludes general resource protection (non-recreation function), provided by all other federal recreation agencies. The ratio of recreation visitor days of use per FTE at the national parks is 8,000. This compares with about 75,000 visitor days for national forests and about 100,000 visitor days per FTE for Bureau of Land Management recreation areas. The large majority of visitor use at national parks is highly concentrated in the relatively small developed areas and visitor centers, whereas the large majority of use on national forests and Bureau of Land Management lands is widely dispersed over their extensive holdings.

The National Forest System

The National Forest System, administered by the Forest Service, is dedicated to multiple resource management. Outdoor recreation is one of the major resource uses which also include wildlife and fish, water, wilderness, timber, range forage, minerals, and energy. Nevertheless, the national forests provide more recreation use than any other federal agency. This is largely attributable to their extensive area, distribution, and attractive recreation settings. There are 156 national forests and 19 national grasslands located in 37 states and Puerto Rico. Their average size is 1.2 million acres, but individual units range from a few hundred acres in size to 16.8 million acres for the Tongass National Forest in Alaska. However, all but 25 units have between 100 thousand acres and 2.5 million acres. Their area totals 191 million acres with almost 90 percent in the contiguous 48 states.

Unlike most national park units, each national forest unit provides a wide range of recreation uses ranging from highly developed areas including group camping and major ski centers such as Aspen, Colorado, to the back-country and wilderness areas. About 36 percent of the visitor use is at developed sites, including campgrounds, visitor centers, boat launch sites, swimming areas, and picnic grounds. The remaining 64 percent of the visitor use is widely dispersed throughout the extensive forests and rangelands. This includes hiking, climbing, snowmobiling, hunting, fishing, trapping, horsebackriding, boating, firewood gathering, berry picking, rock hunting, off-road motor vehicle travel, as well as motor travelling and viewing of the streams, mountains, forests, and rangelands.

The national forests are highly accessible to the public. They have 100,000 miles of trails and 340,000 miles of roads. These trails and roads provide easy access to most of the national forest back-country and designated wilderness. Designated wilderness areas in the contiguous 48 states total 26.9 million acres and accommodate over 80 percent of the total U.S. wilderness use, or 11.4 million visitor days of recreation use.

The bulk of the National Forest System is in the West. National forests in the East are fewer and less extensive but within 2 to 4 hours' drive of every major eastern metropolitan area. In the West, national forests are the backyards of most major urban centers. Residents of Denver, Salt Lake City, Albuquerque, Phoenix, Los Angeles, Portland and Seattle can be in a national forest in an hour or less.

National forests are often adjacent to a national park or Bureau of Land Management lands. They frequently include reservoir sites developed by the Bureau of Reclamation, the Army Corps of Engineers, or the Tennessee Valley

Authority. The national forests are the locale for the bulk of the nation's big game hunting opportunities. National forest rivers and streams are the spawning grounds for a large part of the anadromous fish populations along the Pacific Coast and Alaska. Both hunting and fishing are permitted. Because of their extent and hign elevation location, national forest watersheds are critical sources of water supplies for most of the western population.

National forests also supply about 20 percent of the nation's timber harvest. They provide range and other forage through grazing permits and privileges for 13,000 ranchers. Energy-producing resources beneath National Forest System lands include oil, natural gas, coal, geothermal steam, and uranium. Minerals of strategic importance include chromium, nickel, tungsten, and molybdenum. Gold, copper, zinc, lead, silver, and phosphate are also found in significant amounts. These resources are the major current revenue producers on national forest lands and, except for range, generally cover their total costs of administration and management. Recreation resources produce some revenues from developed uses, but like the range resources, they do not cover their total costs of administration and management role.

Forest Service recreation program FTE's per year have averaged about 3,000 since 1981. They are largely engaged in administration of the program and general management and maintenance of sites and facilities. The dispersed recreation activities of visitors is largely self-service activity. Much of the developed site use is likewise self-service. However, the concessionaires provide user services at ski sites and some campsites and picnic areas.

Bureau of Land Management Public Lands

BLM lands, also known as the "public lands," are multiple-use resource management lands. Recreation, cultural and wilderness resources are managed within the multiple-use concept. These lands are distributed among the 11 contiguous western states (175 million acres) and Alaska (162 million acres). The majority of the lands are open to the public for myriad recreational opportunities. Recreation opportunities, natural environmental settings, and activities are similar to those for national forests and national parks, but uses are less intensive than national forests and more diverse than the larger units of the National Park System. The public lands in these western states are located in more remote and arid portions of the West with a predominance of range and open space as opposed to heavily forested areas. Accessibility is enhanced by primitive roads and trails and developed sites are generally high in quality but fewer in quantity. Nevertheless, over 40 percent of these western public lands are located within an overnight use zone of the West's 16 major urban areas. While the level of visitor use is relatively low, 21 million visitor days in 1985, BLM staffing for recreation has averaged about 500 FTE's since 1981. Their functions are similar to those of the Forest Service with strong emphasis on visitor self-service.

Fish and Wildlife Service Refuges

The Fish and Wildlife Service administers the National Wildlife Refuge System encompassing 90 million acres of vital wildlife habitat in 49 states, including over 77 million acres in Alaska. The 443 units currently in the system provide food, water, cover, and space for a wide diversity of wildlife species.

While refuges are managed to enhance wildlife populations, many units also offer excellent opportunities for recreational experiences such as wildlife observation

and photography, hiking, boating, fishing, hunting, and nature study. These uses are allowed in areas where they are found to be consistent with the purposes for which the refuge was established, and many units provide visitor centers, interpretive trails and drives, wildlife observation towers, and other such public use facilities for visitors. At the present time it is estimated that there are approximately 25 million visitors to national wildlife refuges each year.

Three other federal agencies manage lands and waters primarily for flood protection, navigation, power production and irrigation. These agencies also provide extensive water-based recreation opportunities.

Army Corps of Engineers

Army Corps of Engineers projects include more than 4,000 recreation sites on 11 million acres of land and inland waters. Only the national forests provide more recreation visitor use than the Corps reservoir areas. The Corps projects provide the major federal source of boating opportunities on inland waters in the United States. Many of the Corps recreation sites have been developed through lease arrangements with other federal, state, and local government agencies. A large number of the sites, however, are also operated by the Corps.

The Corps has 1,710 park and recreation leases, covering 596,000 acres, with other federal and state and local government agencies. The lessors have developed these sites generally with 50 percent matching assistance from the Corps programs or through third-party agreements with private concessionaires. The leases are without charge but the developers have full responsibility for the operation and maintenance of the developed facilities on leased sites. A recent trend is toward resort-types of developments with the private sector providing much of the capital and facilities. Examples of planned developments include a $60-70 million development at Patoka Lake, IN and a $13.5 million development at Shelbyville, IL.

The Corps directly operates 2,245 additional areas at 463 projects. These include trails, picnic grounds and shelters, campgrounds, scenic overlooks, visitor centers, packing areas, playgrounds, swimming beaches, and public boat ramps. It also has leases with 412 private concessionaires who provide recreation facilities at recreation areas administered by the Corps. These represent an investment of over $224 million and a concessionaire annual gross income of $94 million. Private concessionaires pay rent for leased land and water based on the value of the fixed assets and gross income.

In addition to the developed recreation sites at project locations, the Corps manages much of its land and water resources for fish and wildlife. Recreational fishing opportunities are particularly significant. Many projects are the location of major fishing tournaments each year. Release of water stored in project reservoirs also provides important downstream recreation opportunities, such as whitewater canoeing and rafting.

Bureau of Reclamation

The Bureau of Reclamation administers 6 million acres of land and water, including 355 recreation areas in 17 western states. The Bureau directly manages 49 recreation areas and has cooperative agreements with state and local governments for administering 242 other reservoir sites. Recreation use at Bureau of Reclamation locations is about 24 million visitor days.

Tennessee Valley Authority

The Tennessee Valley Authority manages 600,000 recreation acres at reservoirs and adjacent sites in six southeastern states and the 170,000-acre Land-between-the-Lakes Integrated Resources Management Area in Tennessee and Kentucky. Recreation use is about 5 million visitor days.

National Specialized Recreation Systems

A number of specialized recreation systems have been established over the past 20 years and most have followed from the ORRRC recommendations. These include National Recreation Areas, the National Wilderness Preservation System, National Wild and Scenic Rivers and the National Trail Systems. Each system has its own specific objectives and a national identity somewhat analogous to the National Park System. However, management responsibility for individual units of these systems is delegated to the various federal agencies and, in some cases, even to the states. Each system is subject to expansion by incremental designations by the Congress.

Each system exists as a specific statutorily defined recreation objective within the framework of the more general land management objectives of the agency having management responsibility. Many individual units of these systems encompass lands administered by two or more agencies, but each agency manages the segments that occur on the lands it administers. Because they are nationally dedicated and designated, these specialized systems—taken together—take on an appearance of "the national recreation system."

In that sense, federal recreation policy and management is moving in two directions. On one hand, there is movement toward more specialization by designation of subsystems. On the other, there is continuing emphasis on maintaining a general policy for recreation in a multiple use context on the non-designated federal lands. In spite of the establishment over the past two decades of many individual recreation "system" units, involving millions of acres of land, the large majority of federal recreation use continues to occur on multiple use lands. Because of this, the role of these subsystem approaches in meeting recreational demands needs to be carefully defined and integrated. Most of the specialized recreation subsystem areas are being established from the multiple resource management land base. Because the subsystems usually involve severe or major management and use restrictions, they also serve to fragment the lands being managed under general multiple resource management principle.

Following is a brief discussion of the specialized, dedicated recreation systems:

National Recreation Areas

National Recreation Areas are created by Congressional legislative designation. The criteria for a National Recreation Area were specified in the Recreation Advisory Council Circular of March 26, 1963.[48] Those criteria limit eligibility to areas with high recreation carrying capacity that are greater than 20,000 acres and located where there are 30 million or more people within a 250-mile radius, a ubiquitous situation now. There are 31 National Recreation Areas—16 on national parks and 15 on national forests. Twenty-one are located in western states and 10 in states east of the Rocky Mountain/Northern Plains. Two states, California and Washington, each have four National Recreation Areas. Three states, Alaska, Oregon, and Pennsylvania, each have two. National Recreation Areas usually have high scenic quality. They are often located in high country or on lake sites. Some

offer unique natural attractions such as the Oregon Dunes National Recreation Area.

National Wilderness Preservation System

The National Wilderness Preservation System was established in 1964. The term "wilderness" takes on a very special meaning under the Act. Wilderness is defined as:

> (c) A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammeled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man's work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.

These areas are utilized by those individuals who treasure primitive, non-motorized recreation. Given that wilderness areas are very remote and that access is by foot or horse, use is predominately made by young, healthy individuals who have a number of days to devote to this recreational experience.

The wilderness system now embraces almost 90 million acres, of which two-thirds are in Alaska. Designated wilderness are located on national forests, national parks, wildlife refuges and Bureau of Land Management lands in 44 States, including Alaska.[49] The largest wilderness areas outside of Alaska are in the Rocky Mountain and Pacific Coast States, primarily on the national forests. Their primary management objective is to preserve the natural conditions, or in the case of eastern wilderness areas, to permit them to return to that condition. Generally, only limited, low-intensity use is permitted.

Wilderness areas supply not only primitive camping, backpacking and nature study opportunities, but important scientific benchmarks against which the condition of America's land can be measured. Nine states have established wilderness systems to maintain portions of state park and forest lands in an undeveloped "forever wild" state.

National Wild and Scenic River and Recreation Trail Systems

National Wild and Scenic River and Recreation Trail Systems are essentially linear recreation or park systems. They provide high quality opportunities for canoeing, rafting, hiking, and trail riding.

The federal government has designated 75 river segments, totalling 7,709 miles, for protection under the National Wild and Scenic Rivers program enacted in 1968.[50] Most federal agencies with recreation programs participate in the management of these rivers. States administer 753 miles. States also report that

there are almost 6,000 additional miles under some protection to preclude uses that conflict with public access for recreation. While the federal Wild and Scenic Rivers program has been emulated in many states, it is important to note that "wild and scenic" designation is not a prerequisite to ensuring that a diversity of recreation opportunities is available to the American people.

There are 14 designated National, Scenic, or Historic Trails stretching more than 23,500 miles.[51] Most federal agencies likewise participate in their administration and management. Local, regional, and state agencies administer an additional 35,000 trail miles, including 776 National Recreation Trails (8,100 miles) recognized by the Secretary of the Interior.

Implications for Private Land Uses

A corollary development with the emergence of federal designation of such specialized recreation system units has been the inclusion of a significant amount of private lands within the boundaries of many of these federally designated units. That has brought a mixing of federal land management with private interests and state and local land use planning and administration. For example, the New River Gorge unit in the West Virginia segment of the National Wild and Scenic River System included over 54,000 acres of private land which under National Park Service planning was largely required to remain unchanged. Only a small percentage of this area would be publicly acquired. The Santa Monica Mountains National Recreation Area has only 8,000 acres of federal land but includes 107,000 acres of private land within its boundaries. Plans call for much of this land to remain private, but with use coordinated toward the best interests of both. The Chattahoochee River National Recreation Area in Georgia calls for acquisition of 14 separate sites totalling 5,000 acres for National Park Service management. But 20,000 acres within the designated National Recreation Area would remain private and subject to private and local land use planning and regulation, if needed.[52]

Federal designation of such national recreation system units has the potential to increase public use and disturb normally stable private and local interests. Establishment of the Upper Delaware National Scenic and Recreation Area raised the level of use of the river by canoeists who, when fewer in number, often camped along its privately owned, unposted banks at night. The increased use raised concerns of landowners about trespass and vandalism and led to increased posting of the river banks. As a result, the National Park Service increased river patrols and required canoeists to leave newly posted lands when they found canoeists camping there. This led to the need for the Park Service to acquire formal campsites along the river which, in turn, aroused new fears among the local landowners that it would further increase the river's recreation use.[53]

The Sawtooth National Recreation Area (SNRA) on the Sawtooth National Forest in Idaho was established by Public Law 92-400 and covers approximately 756,000 acres of which the federal government owns approximately 730,000 acres. Private ownership is 23,237 acres or about 3.1 percent of the total land area. However, the private land encompasses that area most easily accessible to the public since much of the remainder is wilderness or roadless. A major reason for the establishment of the SNRA was to control adverse development to the federally-owned lands and preserve traditional ranching and agricultural uses on private lands.[54]

To control private land development, the Forest Service has acquired 77 scenic easements over 18,600 acres of private land at a cost of over $42.6 million. Additionally, to provide a means for pre-empting future adverse development, the Forest Service has issued private land regulations that govern the use of condemnation. As long as there is compliance with the regulations, the landowner is protected from federal condemnation.

The SNRA is illustrative of the high costs and difficulties of the federal government trying to regulate private land uses. A permanent full time Forest Service office must be maintained to administer the scenic easements and the regulations. Most private development has to be approved by the Forest Service, sometimes a time-consuming and costly process for landowner and government alike. Disputes frequently arise resulting in administrative appeals and lawsuits. Because of the limited amount of land that can be subdivided and sold, land prices are appreciating which, in turn, limits the ability of the Forest Service to use acquisition as a development alternative. Landownership has changed from traditional rancher to the more affluent individuals looking for rural recreational property. Inflated land values increase tax assessments affecting the affluent and nonaffluent alike. The pervasive federal presence in the SNRA has discouraged traditional state and local controls over private land uses. For example, Custer County has never enacted zoning in part because to do so would depreciate land values. Such a depreciation would lower potential returns to landowners from expected federal acquisition.

Similar kinds of private land problems have occurred on other national recreation areas administered by the Forest Service. One example is the Oregon Dunes National Recreation Area established by Public Law 92-260 where about 25 percent of the total 32,000 acres is privately owned. Lawsuits by private landowners within the Oregon Dunes National Recreation Area complained about the depression of speculative land values as a result of the federal designation.[55]

Similar concerns have been voiced over the recent establishment by Public Law 99-663 of the Columbia River Gorge National Scenic Area. The scenic area is located near the highly populated Portland, Oregon, area and encompasses over 255,000 acres, about 70 percent of which is privately owned. Within its exterior boundaries, there are 13 urban areas in 6 counties divided between the states of Washington and Oregon. Unlike some other areas, land acquisition is not a principal means of preserving natural values. Rather, reliance will be made on local zoning that must comport with federally mandated standards, the efficacy of which will likely be tested. The impact of the scenic area designation on land values, taxes, and the local economy is unclear at this time.[56]

These types of federal recreation developments are not comparable to joint ventures or partnerships between the federal agencies and the private sector or state and local governments on federal lands. They do not involve contractual agreements. As a result, they often involve uncertain and unstable or unpredictable federal roles over the longer term. The source of such difficulties does not lie in the size and extent of private inholdings. Their strategic location, changing social and economic environments, and changes in private land use or

the level of public land use are other sources of uncertainty and instability. These problems are part of the tradeoff with the public benefits that are involved.

Supply Outlook

National supply overviews neither suffice nor substitute for assessments by local communities and states where most of the outdoor recreation demands occur and are supplied. They do provide enlightenment about broad trends such as the recent increase in recreation use at places closer to home, implying an apparent improvement in the supply of recreation opportunities near to home and home communities. National assessments also can uncover critical shortages that are widespread in scope, as ORRRC did in identifying the shortage of recreation opportunities near large, rapidly growing urban populations. The national response to improve recreation supplies was both rapid and effective at all levels of government and by the private sector. The current national demand situation, considered in light of existing supply capability, does not indicate any obvious critical widespread supply scarcity.

However, there are conflicts and competition between recreation users focusing on specific resources in specific locations, as between commercial and private whitewater boating; horseback riding, hiking and motor vehicle use on trails; developed and undeveloped recreation use of beaches; trout fishing and downstream rafting; and others. There also is crowding at some preferred or premium wilderness sites, queuing at golf courses, and reduction of open spaces as farmlands, range, and forests are used for modern developments. Many of these issues are local management problems. Some reflect problems of free, underpriced or unmanaged access to opportunities with limited capacity. Others are local land use planning problems. The recreation ethic may be another aspect of some of those issues. Few, if any, seem to be serious problems of national scope that are outside the reach of public and private land and recreation managers and the available resources. Nor do these problems seem outside the influence of communities and states. This appears to be a time for improvement of effectiveness in the development, management and maintenance of recreation opportunities on all ownerships rather than a period of general supply scarcity. There are some policy and management opportunities at federal, state and local government levels that could enhance such progress towards improvement where there is a demonstrated need.

Chapter 5 An Outdoor Recreation Policy To Strengthen America's Communities

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As we look to the future of outdoor recreation for the American people, the Task Force has endeavored to assess the federal role and to identify those policies that will make the most of all of America's recreation resources and opportunities.

By virtue of its vast land base, the federal government is a major provider of outdoor recreation opportunities and settings. The high recreational quality of the federal lands and the kinds of resource management applied to those lands over the years have contributed an important dimension to the nation's supply of recreation opportunities and settings. The federal government, through its resource legislation, policies and programs, also has had a strong influence on the management and environmental quality of private and nonfederal public lands. The nation can take pride in the effectiveness with which the federal government has served our people in this area.

The federal government, through economic policy, public finance and fiscal policy, also plays an important part in the performance and growth of the national economy. In this way, it influences the economic welfare of U.S. citizens and their growing affluence and ability to participate in outdoor recreation. It likewise influences investors and entrepreneurs who supply capital and expertise to provide recreation opportunities, equipment and services in the private sector and often on public lands. Other federal policies and programs in areas such as energy, transportation, commerce, communications, and education also have important direct and indirect influences on the availability, accessibility, and appreciation of outdoor recreation opportunities.

We have encouraged a market-oriented economy, free of excessive inflation in which people can make informed decisions. We have adjusted federal taxation and regulation in ways that reduce or eliminate undesirable distortions of those informed decisions and economic activity generally. Federal tax policy is designed to improve the overall incentives for economic activity and enterprise and to reduce disparities in rates of taxation on different forms of activity. This is generally consistent with our support for expanding the role of the private sector in providing outdoor recreation opportunities and increasing its services on federal lands.

The scale, diversity, and dynamic nature of consumer demands for recreation opportunities, activities and services, point clearly to a growing private sector role in meeting these demands. The high labor intensity involved in supplying these activities and services reinforces that trend. Where recreation demands on federal lands become heavy, the public role is increasingly likely to evolve, at least in some situations, toward supplying lands, resources and settings, while the private sector provides the capital investments, recreation management, and services necessary to assure high quality recreation experiences. Most federal agencies are not well-equipped to provide consumer goods and services directly. For this reason, the federal role will become increasingly that of a provider of outdoor recreation settings and steward of the land. The proximity of federal lands to urban centers in the West and to many smaller communities also suggests expanding the use of joint ventures or "partnerships" with local and state government and the private sector to address growing local demands.

Because private lands are far more abundant near most cities, communities, and neighborhoods where most of our population resides, private lands will play an increasingly greater role in the supply of recreation opportunities. Ways will need to be found to encourage private landowners to provide recreation opportunities. That includes protection of landowners from problems of excessive and unfair liability. It likewise includes assurance that recreation users will take the same pride in the care of their neighbors' lands as they do for their own backyards. A continuing growth in awareness, sensitivity and personal responsibility to care for the land we use, both public and private, will assure the widest freedom to enjoy those lands for outdoor recreation. It will also assure that the quality of those opportunities will be sustained for other users.

We must also understand that most of the public and private lands that are suitable for outdoor recreation also provide other valuable goods and services for society. Water, wildlife and fish, livestock forage, timber, minerals, energy, and sites for development are also needed as our society's demands for other products and services continue to grow.

Because most demands for outdoor recreation are local in nature, communities and states have the leadership role in identifying and responding to their citizens' demands for outdoor recreation. This is the fundamental message of the President's Commission on Americans Outdoors. Most people seek the majority of their outdoor recreation experiences close to their home and community. It is at the community and state levels that the demand for outdoor recreation and the supply of opportunities and settings can be most effectively appraised for adequacy and addressed for improvements and additions.

Many communities and states have added incentives to look to the adequacy of their outdoor opportunities and settings where tourism is an important part of their local and state economies. The federal government has a special interest in international tourism. It cultivates international interest in the nation's recreation opportunities and welcomes foreign visitors to travel in the United States.

Just as important as these economic benefits, however, is fostering an outdoor ethic and putting it into practice where Americans live, work, and play. A strong sense of stewardship among individuals working in their communities and through local conservation and service organizations will improve environmental quality close to home and restore respect for public and private property. In this way, the American people can make the most of their outdoor heritage and lead more productive and fulfilling lives.

Above all, the Task Force believes this must be done in a way that will strengthen America's communities. Even before this administration took office, President Reagan called "for an end to giantism, for a return to the human scale—the scale that human beings can understand and cope with; the scale of the local fraternal lodge, the church congregation, the block club, the farm bureau. . . . It is this activity on a small, human scale that creates the fabric of community." And over the past seven years, there has been a dramatic revival of the states and local communities as active, effective agents of the nation's welfare. In area after area,

states and local governments and private associations of all kinds have become wellsprings of innovation. The revival of this sense of decentralized community, and its constitutional framework of federalism, has released the creative spirit of the American people to address our most compelling social issues, from education to welfare to drug reform.

Outdoor recreation, no less than these other social goals, is part of the fabric of our nation of communities. For the vast majority of Americans, spending time outdoors is a source of renewal, respite, and challenge. Even nonparticipants among the elderly or infirm, for example, benefit from our national outdoor heritage through books, films, TV programming, and magazines about our parks, woodlands, and wildlife. As the President's Commission on Americans Outdoors eloquently expressed it, in meeting our outdoor recreation needs of the future, it is in our communities "where the tremendous strength and vision of our people will be tapped."

Accordingly, the Task Force offers proposals to accomplish these broad goals:

- To encourage cooperation between federal agencies and other public and private entities, and to foster local public and private initiatives that will make the most of each community's existing resources for their full recretion potential; and

- To establish a sound basis for developing the enormous recreation potential of the existing federally owned lands without diminishing other established uses and authorized purposes.

Taken together, the following strategies constitute our administration's Outdoor Recreation Policy to Strengthen America's Communities.

A Renewed Recreation Ethic for America's Communities

Over the past 25 years, the federal government has provided widespread systems of national parks, forests, wilderness, trails, wild and scenic rivers, recreation areas, parkways, seashores, water reservoir recreation sites, campgrounds, and much more. The federal lands have the capacity for doubling and tripling their current recreational use, particularly on national forests and on the multiple use public lands administered by the Bureau of Land Management. But those lands are largely located some distance away from the communities where most of our population lives. So they can meet only part of the demand. The extensive areas of private land, 60 percent of all of America's lands, are generally closer to the nation's communities and people and clearly represent a growing role in expanding outdoor recreation opportunities in the future.

This pattern of community and individual recreation calls for expansion of voluntary cooperation among communities, recreation users, and private landowners. This cooperative community spirit will also encourage private enterprise, particularly as user groups are willing to lease or otherwise pay landowners for a preferred quality of outdoor recreation opportunity, experience, or service. Such cooperation is already evident between state fish and game agencies and landowners willing to provide the wildlife opportunities which hunters seem to prefer in many states of the nation.

Federal agencies should coqperate with the states and communities as well as the private sector in initiatives to renew our outdoor recreation ethic. It would be appropriate for states and communities to advance a theme to take pride in America's communities and show respect for private lands where public access is permitted. It is also important that communities and public users of private lands made accessible for recreation recognize that private landowners usually hold their lands predominantly for various purposes other than public use for recreation. This understanding is essential for responsible public access and use.

We urge, for these reasons and others, that communities encourage their citizens to practice a renewed outdoor recreation ethic. Landowners will be more willing to enter into agreements with users and communities where there is assurance that public access also means reasonable care and respect by the public for private land, and its resources and facilities. If users demonstrate respect and responsibility for outdoor resources that are privately owned but made accessible for public use, the owners of such property may be encouraged to provide free access. In other instances, such responsible use will encourage lower fees.

The President's Commission on Americans Outdoors pointed out that: "The most powerful ethics are unwritten, and individual." And the President has reminded us that: "Private values must be at the heart of public policies." A renewed outdoor recreation ethic will generate a personal trust between users and property owners providing for public access as well as with the local community. Such experiences will encourage more private landowners to make their landsaccessible for public use for free or for a fee, and will enhance landowner appreciation of the value of their lands in providing public recreation for the surrounding community.

Strategy 1-1

Federal agencies should join with state and local governments and private sector enterprises and associations to encourage a renewed outdoor recreation ethic for America's communities. They should encourage further extension of the theme of our administration's "Take Pride in America" initiative, designed to recognize the efforts of Americans who are active in the stewardship of the public lands, to the local communities, schools and the private lands where public access for recreation is permitted. It must be emphasized in this program that public access to private property for recreation purposes is a privilege, not a right, and one that should engender respect for, and responsible use of, the recreation resource.

Private Property Rights and Landowner Liability

Private Land Opportunities

Private lands and waters frequently have the capacity to provide opportunities for hiking, fishing, hunting, boating, snowmobiling, camping, picnicking, nature studies and many other recreation activities. Many of these lands and waters are close to population centers, where recreation users reside. The federal government's proper role in this process is to cooperate with the leadership of states and communities in developing practical options for meeting recreational and environmental demands while ensuring that private property rights are not violated.

Governments at all levels must take action consistent with recognized protected property interests and thereby minimize their risks of liability when developing land

management programs for recreational uses. In particular, federal agencies must take care not to direct or influence local regulation in a way that could inadvertently violate private property rights and expose the federal government to fiscal liability for overreaching land use regulatory actions.

Two 1987 Supreme Court decisions have helped clarify the law of takings, outlining the constraints imposed by the Constitution upon governmental land use controls. (*First English Evangelical Lutheran Church of Glendale* v. *Los Angeles County;* and *Nollan* v. *California Coastal Commission.)* These decisions have made it clear that the Fifth Amendment not only limits the power of governments to impose regulations restricting the uses of private property, but also guarantees compensation to any landowner whose property is "taken," even temporarily, by such regulation.

Thus, guidance would be useful for federal departments and agencies on the appropriate federal role in local recreation projects involving private land use regulation or land acquisition.

Strategy 2-1

Guidance should be provided to federal departments and agencies on the appropriate federal role in local recreation projects involving private land use regulation or land acquisition. Protection of private property rights is fundamental to the responsible exercise of government power under the Constitution. All regulators, at the federal, state and local levels, must recognize the importance of private property rights and take steps to protect these rights as fully as possible. Such guidance could take the form of an executive order or similar federal directive.

Landowner Liability

We have a common concern with states and communities for identifying and lessening or removing the obstacles that prohibit or limit opportunities for public access to private lands for recreation uses where such access is desirable and appropriate. Landowner liability for recreation injuries has been long recognized as one of those obstacles. Since 1965, 47 jurisdictions have enacted statutes that relieve landowner liability attributable to ordinary negligence where free public entry is permitted. To recover damages, plaintiffs must prove willful or wanton conduct by the landowner. The availability of such protection needs to be made better known to landowners together with its practical effectiveness in precluding tort claims and suits where public access is permitted without charge.

Where fees are charged on private lands, the existing statutes on liability are not applicable. Recent extraordinary growth in tort liability cases, excessive adjudicated judgments for noneconomic damages (such as pain and suffering, mental anguish, and punitive claims), and legal costs combined with massive increases in premiums for liability insurance have created a general crisis in insurance availability, affordability, and adequacy. This is true not only for recreation enterprises but among many businesses, professions, and municipalities generally.

The Tort Policy Working Group established by the Domestic Policy Council in 1986 has been evaluating this general problem. It has concluded that tort law appears to be a major cause of this crisis.

There are a number of beneficial reforms of tort law that the federal government can and should address. They include: retaining fault as the basis for liability, basing causation findings on credible scientific and medical evidence and opinions, elimination of joint and several liability, limiting non-economic damages to a fair and reasonable amount, and provision for periodic payment of future economic damages. However, significant and long term reform cannot and should not come solely from the federal government. Ultimately, state and local governments must address the current excesses of tort law. Their active participation is necessary for workable solutions to the overbearing impacts of tort law. Beyond the foregoing initiatives, it also may be desirable to evaluate and share information on the overall issue of recreational injury liability on private lands.

We should also encourage state and local governments to review tax policies at their level to assure that they are consistent with state and local recreation objectives and policies. Many state and local governments have adjusted their ad valorem tax policies to encourage the maintenance of open land. Some have also introduced other adjustments in ad valorem taxes to encourage landowners to provide for wildlife management and avail their lands for public hunting and other recreational uses. We urge that tax and regulatory policies not inhibit landowners from charging reasonable fees to cover reasonable costs and risks where they open the use of their lands for various public recreation purposes.

Strategy 2.2

Federal agencies should work with states and local government and private associations of landowners to identify and lessen or remove unwarranted obstacles that limit the consensual use of private lands for recreation. Landowner liability for recreational injuries has long been recognized as one of those obstacles, especially where fees are involved.

An Integrated Outdoor Recreation Policy to Improve Cooperation and Coordination Among Federal Land-Managing Agencies

An Integrated Policy for Recreation on the Federal Lands

The federal recreation land base has many parts and dimentions. It is administered by seven different agencies, each having its own legislative authority and its own recreation objectives, standards and programs. Federal recreation development largely proceeds incrementally with individual on-the-ground decisions within each agency becoming the major determinant for outdoor recreation on federal lands. The recreation provided by these agencies may be competitive, complementary, or supplementary with each other, other government agencies, and the private sector. A major difficulty in assessing the adequacy of outdoor recreation supplied on federal lands arises from their geographic, organizational, and functional fragmentation and the absence of any clear, integrated national policy guidance for their recreational development.

For example, most agencies provide facilities for camping, picnicking, hiking, and scenic viewing from overlooks. Most also provide hunting and fishing opportunities. Although the lands the agencies administer are often contiguous, intermingled, or nearby, regional or area coordination of federal agency planning for such activities is not a general policy. However, proximity and the force of local interests often lead to bilateral and multilateral coordination among federal managers in the field.

National forests are sometimes referred to as the "bedrooms" of national parks. Some 32 national forests have common borders with 23 national parks. Where overnight facilities on national parks are insufficient to accommodate visitors, they often turn to adjacent national forests for campground and related services. There is no clear policy calling for complementary planning of campgrounds in such situations. On the other hand, the national parks can also be seen as providing supplementary recreation attractions not found on surrounding national forests as in the area of Yellowstone and Teton National Parks. Thus, the national park attractions create a demand for national forest recreation services.

In still other cases, a combination of attractions such as Crater Lake National Park, Diamond Lake on the Umpqua National Forest and the Rogue River on the Rogue River and Siskiyou National Forests, provides a recreation complex that creates a high demand and use that becomes a major asset for local community economic development and results in substantial private recreation service investments.

There is no specific general policy requirement for coordinated planning for federal recreation development in such situations or any guidance for how it should be done. Each agency's approach is governed by its particular authorities and objectives and the local federal land circumstances of each site. An integrated federal policy relating to the area and regional coordination and development of recreation on federal lands could improve effectiveness and efficiency for both national and local purposes. It would also assure similar coordination at the higher levels of agency administration. For example, an agreement between the Departments of the Interior and Agriculture that was recently signed to broaden cooperative activities and services in adjacent national forests and national parks is a positive step in this direction.

A second difficulty is the proliferation of specialized dominant use recroation subsystems across the more generalized recreation systems on the federal lands administered by the seven recreation management agencies. These subsystems include the National Recreation Areas, the National Wilderness Preservation System, the National Wild and Scenic Rivers, and the National Trail Systems. Each subsystem is subject to independent expansion by incremental Congressional designations. Incremental adjustments are easy to make practically and politically because the direct cash costs to government are initially very low. But opportunity costs of foregone and renewable and other resources such as minerals and energy may be high, particularly when a number of such incremental decisions are viewed in the aggregate.

Each unit of each subsystem acquires a specific identity of its own, which is a useful marketing device. But many of these units do not produce experiences that are essentially different from similar settings and opportunities on the remaining

undesignated lands of the individual agencies. Wilderness experience in the extensive non-designated primitive backlands of national parks is equivalent to the wilderness experience on designated wilderness areas, which are most extensive on national forests in the lower 48 states. There is no clear evidence that the designation of these systems of limited and/or dominant recreation use actually increases the total demand or use of the federal lands. However, they may shift the distribution of such use within and between states and localities. They do not alter the experience but they do serve to preclude possible future encroachment on the quality of the setting and experience. The majority of the recreation uses on federal lands continues to occur on the more extensive multiple use lands not specially designated for recreation purposes.

The development of specialized subsystems of recreation across established more generalized recreation systems portrays a federal recreation policy that is moving in two directions. One is toward more specialization by subsystems while the other is maintaining, on most federal lands, the more general policy of providing recreation in a multiple resource management context. Because subsystems usually involve major resource use restrictions on the specialized recreation sites as well as adjacent lands, they seriously fragment the lands for more general multiple resource management. The role and development of these subsystem approaches to recreation on federal lands can be clarified and enlightened by a carefully defined integrated national policy framework. That policy could also assure that subsystem development takes into account the area and regional supply situation among the lands administered by the federal recreation agencies.

The lack of clear, widespread general public understanding of the federal land base—both its separate parts and the whole—is another dimension of this general difficulty. Each agency tends to provide for its own, separate interpretation of its resource role and its recreation service role, thus encouraging a divided or fragmented understanding of recreation policy and management on federal lands. This applies not only to its potential and performance for recreation but also for all other resources. Federal recreation is largely epitomized in the eyes of the public and many institutions by the National Park System even though the national parks constitute just 11 percent of the federal land base and less than 20 percent of the total federal visitor day use. The national parks rightly deserve their star role for their preservation of the nation's natural, historic and cultural gemstones. However, lands and waters administered by the Army Corps of Engineers make up only 1.5 percent of the federal estate but provide 25 percent of the federal recreation visitor day use. The general public understands national parks fairly well but has limited and often misconceived notions about recreation and the multiple resource management roles of the Bureau of Land Management public lands and the national forests. The National Forest System has 27 percent of the land base and supplies 43 percent of the federal visitor day use, almost as much as the National Park Service and Army Corps of Engineers combined. Even less understood by the public is that the public lands administered by the Bureau of Land Management (BLM) and the national forests administered by the Forest Service constitute about 85 percent of the federal land base in the lower 48 states. Each has a huge potential to expand the supply of a very wide range of outdoor recreation opportunities, especially in the West. The national forests and BLM lands also provide major benefits to the nation's economy through their timber, energy, mineral, water, wildlife, fishery and forage resources.

The integration of recreation policy in a national framework for all federal lands does not require changes in the institutional or functional organization of federal land management agencies. For land and resource management, much of that institutional and functional stratification is both useful and efficient. Where opportunities appear for some improvement, however, the existence of an integrated policy, inventory and information base for federal lands should facilitate required management adjustments. Reorganization is not required.

Strategy 3-1

Federal land management agencies should jointly develop an integrated policy for guiding the coordinated development of federal land for outdoor recreation in response to national, regional, and local recreation demands. An integrated approach assures more effective and efficient use of all federal lands in meeting the outdoor recreation demands they can best supply. At the same time, it will assure a corresponding optimum continuation of other established multiple uses of federal lands. The integrated approach should seek to optimize federal land use for all its authorized purposes. That includes the preparation of specific guidelines to assure that the benefits received by recreation users, measured commensurately with the market prices of other resource outputs, will be sufficient to recover the costs of investment and operations of federal outdoor recreation developments. There is no evidence of a need for agency reorganization for recreation management or policy purposes.

An Integrated Inventory

The beginning for an integrated public understanding and a national recreation policy for federal lands is a meaningful inventory of the existing and potential use and supply of recreation opportunities and settings. It should include a consistent classification and inventory of the range of settings, opportunities, and activities currently provided, and the capacity for increased future recreation opportunities by major population and geographic regions and by the various agencies. This includes inventory of opportunities for special groups such as disabled people, youth, family groups, and others. Recent analysis of Public Area Recreation Visitor Survey unpublished data, for example, indicates that the disabled population is significantly underrepresented as users of both federal and state outdoor recreation areas nationwide. This may be indicative of supply deficiency on public lands.

The inventory should also include a clear explanation of agency management policies and their differences. The identification of specialized recreation systems that cut across the lands the agencies administer is another important aspect of this inventory. They include the National Recreation Areas, National Trail Systems, National Wild and Scenic Rivers and, the National Wilderness Preservation System. These systems provide national visibility to designated areas, but it is not clear how they influence the national recreation demand or use.

Federal lands outside the specialized systems largely serve local recreation demands. For example, in the lower 48 states, about 75 percent of the visitor use on national forests occurs in the 11 western states that have 19 percent of the population and over 80 percent of the national forest lands. Here it would be important to differentiate areas and units serving large urban populations from the more remote areas serving more rural communities and populations. The integrated inventory should include data on distribution of recreation consumers in terms of

local, regional, and national demand by major population groups and geographic regions as well as by agency supplier.

The integrated inventory will become an important information base and incentive to states and local communities for assessing their own recreation demands and supply needs and determining state and local policy direction. It also will provide the public with a better understanding of the roles and relationships of the various agencies in administering the federal lands under their jurisdiction for recreation and other important national resource management objectives.

The foregoing notes outline the bare bones of the potential for developing an integrated understanding of the now much fragmented outdoor recreation systems on federal lands. It would convey important new understandings of the federal role in outdoor recreation among all who participate regularly in outdoor recreation. It would also provide the basis for developing a more informed federal policy not only for recreation on the federal lands but also for the other multiple uses of those lands.

Strategy 3.2

Federal agencies should develop an integrated inventory of existing and potential recreation uses and opportunities on federal lands. An integrated inventory is a necessary foundation for effective implementation of an integrated recreation policy for federal lands.

Emphasis on Better Information, Data, and Analysis

Without an adequate basis for measuring demand and supply of recreation settings, opportunities and activities, it is difficult for public agencies at all levels to appraise their adequacy or the need for adjustments. Our needs in the recreation sector are only part of the total and broader information need. This improved public information base has major significance for better government and more effective use of all our federal land resources as well as its specific benefits for national recreation policy and resource protection and development. It would be an important step in strengthening federal leadership in outdoor recreation supply from federal lands. It will also provide useful information to states and communities for appraising their own recreation demand and supply situation.

Through monitoring and periodic appraisal of recreation resources and the demands made upon them we can measure progress, identify problem areas, and make informed decisions. Having objectively gathered data enables us to craft solutions to fit the problem. Having credible information and supporting research on critical problems allows us to be more effective in working cooperatively with the private sector and enlisting their aid in responding to the nation's recreation demands upon our resources and environment.

We have been steadily improving federal capabilities for assessing and monitoring the resource base and its use. We should continue to do so in ways that increase the utility and accessibility of federal resource data and information to states, communities and the private sector for their own local recreation appraisals. This will help them recognize and address emerging recreation resource problems while they are still small and easy to correct at the local level and before they become big problems with national dimensions. However, there are important matters of adequacy and consistency of data, definitional problems, and standards of

measurement that need attention to improve the usefulness of the recreation information and data base.

Differences among federal agencies and between federal, state, local, and private providers, are perhaps most noticeable by the general lack of adequate and comparable recreation data. The President's Commission on Americans Outdoors expressed it this way: "Despite hundreds of inventories, services, and market analyses prepared for national, state, local and private planning in the 25 years since ORRRC, it is still difficult to find comprehensive, reliable data on what resources are available or who benefits from these resources, and how much."[57]

Terms and phrases typically used to describe recreation visitation upon lands managed by the federal agencies include participation, visits, trips, visitor days (RVD) or hours, occasions, demand, use, dispersed recreation, and others. Other "demand side" descriptors include values, prices, economic impact, occupancy rate, receipts, registrations, and success rates. Often an agency will adopt a variety of different measures or descriptors in attempting to describe the recreation participation phenomenon as a product of their management of public resources. This results in the use of various accounting practices involving different time dimensions associated with public use. Because use of public areas is quite diverse and composed of visits of both long and short duration, visits involving single and multiple purposes, and visits to enjoy one area or several different sites, measurement and reporting becomes complex. The complexity of the many dimensions of visitation is not currently well captured by existing agency methods and definitions for developing and reporting federal visitation data.

An equal variety of descriptors and measures are used to report federal supply of recreational opportunities. These include measures such as persons at one time (PAOT), carrying capacity, sites, acreages, facilities, effective supply, cost functions, and others. Typically, each agency has adopted its own set of measures and methods to meet individual agency needs.

In an attempt to achieve some degree of reporting standardization, land managing agencies agreed to begin reporting visitation as visitor hours in 1979 and 1980 for the Federal Recreation Fee Report which is prepared annually by the Department of the Interior.[58] Reports prior to 1979 included listings of recreation days, visits, and visitor days, depending on what data an agency had already collected. While these agencies now provide visitation data in consistent visitor hour units for the Fee Report, there still persist some differences in the manner and units of measure by which the original data are collected. Other notable efforts to achieve standardization of recreation participation data across agencies are the previous National Recreation Surveys and the recent Public Area Recreation Visitors Study (PARVS). PARVS data are currently in use by 5 federal and 12 state agencies. However, no interagency effort currently exists to resolve methodological differences and informational gaps in supply side data.

An improved data base system would accommodate a variety of purposes, including national assessments and policy studies, budget planning and appropriations, mandated inter- and intra-agency reporting, and research and resource management planning. Such a data base system should be designed to be flexible enough not only to meet federal needs but also to serve the needs of

the private sector enterprises and other levels of government that also provide outdoor recreation settings, opportunities, facilities and services.

Strategy 3.3

Federal agencies should improve the quality of the data and methods for appraising recreation demands, the supply potential, and the actual use on federal lands. The development of an integrated inventory of the use and supply potential for federal lands and waters is an appropriate practical instrument for doing so.

Information for Recreation Consumers

It is also important to continue to improve the information available and accessible to consumers on existing outdoor recreation opportunities on federal lands as well as other public and private lands. This includes site or area reservation services as well as information on available activities such as boating, hiking, rock climbing, and others. Because of the widening range of choices and people's interest in a wide range of activities, their information requirements increasingly include well-packaged data on the available recreation activities. Such information is most important for recreation travelers on extended trips away from home. It is also becoming important for high density recreation use areas near to home.

Some progress has been made on public information services at federal sites. It is best epitomized by the status of federal campground reservation systems. The Army Corps of Engineers, with more than 2,400 recreation areas and over 115,000 fee campsites, recently undertook a pilot reservation system at eight campgrounds around Nashville, TN, which has subsequently been enlarged to include other Corps divisions. The Corps policy requires that each area utilize one or all of several available private information systems such as Woodall's Directory or Rand-McNally Guides to announce reservation availability. Users use listed phone number to call contract campground managers directly for reservations. The Corps anticipates networking the reservation services with a private contractor if and when the growth of the services permits economies of scale.

The Forest Service, with 2,200 recreation areas containing more than 361,000 fee campsites, has had a reservation system for eight national forests in California for several years. Other reservation services are located at the Boundary Waters Superior National Forest in Minnesota and the Rogue River area of the Siskiyou National Forest in Oregon and in Alaska. All Forest Service reservation services in the lower 48 states are handled through private contractors. Reservations for rental cabins in Alaska are managed by the Forest Service. The National Park Service, which manages about 100 campgrounds with over 144,000 fee campsites, has 20 campgrounds in 11 parks where reservation services are available. The reservations are provided directly by the concessionaire managers of those campgrounds.

Thirty states have some type of reservation system for state parks. These systems are expanding and improving, especially in states with more extensive park systems. However, it is not easy for a visitor to access the reservations of the various state systems, and it is even more difficult to access information about the often extensive federal recreation areas which are not covered by the state systems.

Reservation systems are more widespread and effective for private campgrounds. Wheelers RV Resort and Campground Guide offers an "800" telephone number

reservation service for about 3,000 private campgrounds and parks in the lower 48 states. Kampgrounds of America, KOA, is the oldest and largest campground franchise system in the United States. KOA offers its "800" telephone number reservation system as a service to its nationwide memberships, 700 private campgrounds.

Clearly there is a wide opportunity to improve public access to information about public campgrounds and related reservation services. The effectiveness of the supply and use of outdoor recreation opportunities by consumers will be at its highest level only when consumers are well-informed about their choices and free to decide among them. Linkage of the federal, state and private recreation opportunities within state, regional or national information systems is essential for an efficient consumer information service. Reservation services are being used by the public and experience indicates that the public accepts paying fees for reservations at publicly-operated recreation areas. Private campground owners have also been willing to pay a fee, a reservation charge, or both to be a part of a reservation system.

For the foregoing reasons and others, this recreation information and reservation service role seems best adapted to development and delivery by the private sector. Such systems require significant capital investment, extensive advertising and flexibility to add new elements and public services. They should be easily accessible to the recreation consumer by telephone, travel agent, home computer, and videotape information outlets so as to serve as an information as well as reservation system. The federal recreation areas would be a major part of any such systems and would contribute to their efficiency as well as cost-effectiveness. We should move forward in an integrated manner among federal agencies and work with states to improve the public availability of information about federal recreation sites. We should do so in a way that encourages the development of private system capabilities that can make that information widely accessible to consumers.

Strategy 3-4

Federal agencies should proceed promptly to organize information on the recreation opportunities and activities on federal lands so that it can be entered into privately operated state, regional, and national recreation information and reservation networks that are readily accessible to recreation consumers. Federal agencies should seek out information networks that include private and state recreation opportunities and reservation information to assure maximum utility and convenience to users.

Private Sector Investments on Federal Lands

On federal lands, federal agencies should actively seek additional private sector participation in providing for outdoor recreational use and services. The administration has already made great strides in accomplishing this goal. Recent partnerships with private concessionaires to build facilities and infrastructure within national parks, forests, and reservoir sites in order to speed the construction and availability of planned recreational facilities show that the federal government and the private sector can work hand-in-hand for the benefit of the public as well as the entrepreneur.

The opportunity for the private sector to help improve the use of federal lands for outdoor recreation needs to be broadened where public demands justify expansion

through new investments, redevelopment of existing sites and other improvements that enhance the quality of recreation experiences. The successful history of private concessionaires in national parks and the private development of ski areas on national forests and related recreation complexes serving a wide range of recreation consumer interests are well-tested examples. Contractual leases for long term occupancy combined with private investment and enterprises have successfully developed and expanded ski opportunities on national forests consistent with the growth and location of skier demands.

At Army Corps of Engineers projects, the private sector has provided recreation facilities for many years. The Army currently has over 400 leases with concessionaires on its project lands, representing an investment of over $400 million.

The Bureau of Land Management issues some 8,000 recreation permits, many of which are for commercial outfitting and guide services for hunting and river use, and which stimulate local economies on the Colorado River. For instance, the BLM permits some 13 large concession operations by private entrepreneurs for campgrounds, trailer parks, boat launching and marina services, restaurants, hotels and other visitor service facilities. Forty-year leases provide for possessory rights and amortization of capital investment.

Recreation facilities at Glen Canyon National Recreation Area in Utah and Arizona will be expanded through an innovative contractual arrangement with the Del Webb Corporation. Private funds will be used in place of federal appropriations to provide infrastructure to support $60 million worth of planned development to meet increasing demand for quality recreation.

Recreation development by the private sector on federal lands can often be complementary to adjacent private services on private land. It can stimulate local tourism-based economies. Federal agencies in packaging opportunities for private investment partnerships should follow several principles:

- There should be opportunity for profit realization by the private partner. This may require policy changes with respect to the way federal lands are used and managed by the private partner relative to the way they would be used if developed by the government;

- Partnerships on federal lands should serve a demonstrated public demand and be responsive to special groups such as the disabled, youth, and families; and

- The recreation opportunity provided should be appropriate to the charter of the federal agency and in the long term interest of the public.

To move ahead quickly in continuing and establishing new innovative joint ventures and partnerships with the private sector, federal agencies should:

- Reexamine existing policies for private investment on public land in consideration of contemporary public needs;

- Seek opportunities for private sector involvement where profitable ventures can meet public demands;

- Modernize contractual arrangements to better conform with private business practices. Review requirements and one-sided penalty clauses.

Strategy 3-5

Federal agencies should identify and facilitate opportunities for recreation development by private sector investors on the federal lands. Generally, as recreation demand expands and private investment in recreation opportunities grows, it should be our policy to make federal recreation lands and settings a part of the resource base available for improving the overall recreation supply. Federal agencies should respond consistent with their basic management objectives and stewardship responsibilities for the federal lands they administer.

Expansion of Fees

Public budgets have difficulty sustaining a consistent level of outdoor recreation opportunities. Often the public agency makes the initial investments in developing a site or facility. More often than not, it becomes an impossible burden for the administering agencies to provide steadily expanding annual service, maintenance, and replacement to sustain the initial quality of the developed facilities. This is the experience at federal, state, and local recreation sites.

High levels of recreation use of our public lands and growing demands for quality of services and facilities result in rising costs for their proper management. The rising recreation cost pressures are unable to compete effectively for the available public revenues in the light of other more urgent public priorities and the need to avoid or reduce budget deficits at the state and federal levels.

The President's Commission on Americans Outdoors and many other studies and surveys have reported general consumer readiness to pay higher fees for the type and quality of experience they seek on public lands. Public support of higher fees is reinforced where fee revenues are recycled to the areas where they were collected. The expansion of fees on public lands and increases to higher levels where public fees are charged have had little, if any, adverse impact on visitor use at public sites. The increased use of fees and higher fees are a general international trend.

There are broader reasons for the expansion of fee systems and levels on public lands than the supplementation of recreation appropriations. Recreation fees can have several positive effects. They can provide more funds for enhancing recreation programs. They can also improve equity by requiring that users pay more of the costs of providing recreation than non-users. That equity approaches an optimum when the direct beneficiaries of the outdoor recreation experiences pay their fair share of the direct cost of investments, maintenance, and services. Fees should also provide important feedback from users in determining what a particular use or type of facility is worth to users. This information can be compared with costs to help assure that the right mix of services is provided.

Fees should also reflect what consumers are willing to pay in surrounding public areas as well as on private lands for comparable benefits. Public fee levels ought not be so low as to be unduly competitive or discouraging to private ventures on either public or private lands. A rising fee level on public lands consistent with the

benefits recreation consumers receive will encourage expansion of private investment in outdoor recreation opportunities and services.

The administration has proposed recreation fee bills relating to the National Park System, the National Forest System, the National Wildlife Refuge System, and areas managed by the Army Corps of Engineers. These proposals will raise additional funds to improve operations and maintenance of recreation programs. Proposals to date involve modest charges. Congress has enacted limited authority for charging fees at wildlife refuges and for expanding fees at units of the National Park System.

The experience with the modest recreation fees implemented to date indicates little or no falloff in participation. In fact, fees appear to be associated with reduction of vandalism, littering, and other antisocial behavior.

Extension of fees beyond those presently authorized should be considered. Even if the administration's proposals had been fully implemented, fees would have covered only a minor part of operating costs—about 10 percent in the case of the National Park Service. Possibilities for raising more revenue include raising the maximum fee, shifting from a vehicular to a per-person charge, instituting special service charges, charging a fee for all annual passes issued, increasing the annual pass fee, and extending charges to more areas.

The following set of principles are proposed as a basis for devising an equitable fee system:

- Costs of basic access to federal lands (i.e., a basic road system) should not be recovered by fees.
  - —Entrance charges can be used to cover the costs of a range of enhancements: visitor centers, interpretive services, boat ramps, and others, where access is controllable.
  - —User charges should be related to the costs of services and facilities provided to individual beneficiaries; e.g., camping fees.

- Fees should be related to the prices charged by the private sector for use of comparable recreation facilities and services.

- Fees should be made available to the collecting agency for operation and maintenance of recreation areas and facilities.

- Fee authority should be flexible so that fees can be adjusted as necessary to meet changes in conditions, services, or visitation patterns.

- Fees should not be charged for access to federal multiple use lands where no facilities or special services or management are provided, e.g., hunting and fishing.

Information about the recreation fees consumers are willing to pay and the revenues they generate provide important information about the demands and preferences of consumers and a measure of the value of the benefits they receive. For that reason, public recreation fee policies should provide for recycling a

significant part of the revenue to the recreation sites that generated them. That will facilitate maintaining and improving the quality of settings, facilities, and services at a level consistent with those consumer preferences. This type of fee system also will encourage private investment in recreation enterprises in response to well-defined consumer demands on both public and private lands. In this way, fees and the market they help to define will both expand and improve recreation supply more responsively and consistently with recreation consumer demands and preferences.

While the clear objective is that users should directly cover the costs associated with providng the use opportunities, the fee policy may not be equally workable or desirable in all situations for various social, economic, and technical considerations. Where this is the case, reasonable flexibility in fee policy should be prudently applied.

Fees, like prices, should show a certain amount of flexibility from location to location and time to time as consumer demands or the quality of the recreation opportunities shift or otherwise change. Such flexibility provides important signals to suppliers and consumers. The general acceptance of wider use and higher levels of fees on public lands by visitors without a reduction in visitor use indicates the increased fees are providing benefits to visitors greater than the cost of the fee. The readiness to pay higher fees where there are high quality services provides a similar message. Appropriate fee differentials among locations at different distances from consumer centers may also help reduce crowding and excessive use at sites near to large population centers while encouraging greater visitor use at more remote sites.

Stategy 3-6

The administration should continue to develop and support legislation for broader authority to charge recreation fees on federal lands. The cost of basic access to federal lands should not be included in fees; however, fees should increasingly cover the costs of recreation facility investments, operations, maintenance and related services, especially where there is heavy public demand, use and investment.

Federal Land Exchange and Acquisition

The federal land base is vast and extensive and more than adequate to meet national recreation demands and sufficient to accommodate reasonable local recreation demands, especially as we move toward an integrated policy for recreation development on federal lands. The more important considerations are the need to provide and maintain services and facilities to accommodate the demands as they grow on federal lands. For that reason, there is no need for extensive federal land acquisition, particularly in view of the need to reduce government spending and deficits.

The federal recreation agencies together currently spend more than $1 billion annually to operate and maintain roads, campgrounds, visitor centers, boat docks, and the other infrastructure so important to the visiting public. During its first three years the Reagan Administration requested and received $1 billion to repair and restore the deteriorated and unsafe park infrastructure it inherited; for FY 1989 the administration has requested the largest sum in history to operate and maintain our national parks.

In addition to this investment in federal lands for recreation and resource protection purposes, since 1965 more than $3 billion has been granted to states through the federal Land and Water Conservation Fund. Nearly 34,000 projects have been funded to support the acquisition of lands and the development of recreation facilities by state and local governments. The matching requirement in this program has resulted in a total public investment of over $6 billion.

Where a clear federal role is identified and demonstrated to be desirable, land exchange should become the primary means for federal agencies to acquire land for recreation purposes. Before any funds are used for land purchase, federal agencies should first consider other options: donations, acquisition of a partial interest, exchange and limitations on any amount of land that is acquired. Federal agencies should explore and evaluate the feasibility of joint sale and purchase transactions. Since 1980, for example, the National Park Service and the Fish and Wildlife Service have consummated some 300 exchanges involving some 300,000 acres valued at $79 million. Presently, other exchanges involving over 120,000 acres valued at more than $50 million are ready for completion.

Strategy 3-7

Land exchange should become the primary means for federal agencies to acquire essential lands for recreation where a clear federal role has been identified and demonstrated to be desirable. Agencies should be directed to develop objectives and criteria for guiding exchanges of such federal assets to assure that the land acquired is essential for federal purposes, that is reduces the cost of acquiring and administering the unit, and that it yields greater net benefits than the lands or interests in lands relinquished.

Encourage Cooperative Partnerships to Expand Recreation Opportunities Close to Home

We need to recognize increasingly that the private sector is generally most able to respond to consumer demands, including the demands for outdoor recreation in terms of kind, location, quality, quantity, equipment, and facilities. Innovations in new and improved equipment and facilities as well as expansion of theme parks, campgrounds, and general tourist services provide ample evidence of the rapid and creative ways private enterprise can react to many consumer demands for outdoor recreation opportunities and services. The rapid growth of planned communities that include swimming pools, tennis courts, and jogging trails are other examples of private sector initiatives responding to those demands.

It is also important to recognize that government is not an effective institution for delivering retail type services directly to consumers. It generally does not have the sensitivity to consumer demands. In the face of competing public priorities for government's services, retail types of services for the general population have difficulty competing effectively for available resources. Manpower ceilings limit the ability to provide proper staffing for consumer services while demands for higher quality facilities often imply a higher level of consumer services. Government personnel policies often do not have the flexibility for rapid adaptations required by retail type of services. This seems to be generally true for governments at all levels. Thus, as we look to the future, we must anticipate a growing private sector role on public as well as private lands in providing on-site recreation services. Governments generally will increasingly become providers of recreational settings and opportunities on public lands. In that way, they will often be "partners" in joint ventures with the private sector.

Local Appraisals of Recreation Opportunities

The demand for outdoor recreation opportunities arises in the neighborhoods, communities, and cities where our people live. For the greatest part, the opportunities to meet those demands are local places and spaces most visible and apparent as well as close to the people whose demands they can satisfy. There is no national vision superior to the local vision and there is no clearer perception of need than the local demand. Likewise, no federal agency is superior in ability to respond to local nuance or to engage the energies of local citizens than those individuals and institutions who have an enduring interest in the welfare of the local community.

For this reason, we encourage local communities and their citizens to identify their needs and seek them in places where they can be satisfied most effectively. This calls for local community and individual initiative, leadership, and innovation, as well as communication. The identification of opportunities to establish such recreation amenities as hiking trails, bikeways and jogging paths in urban greenbelts and other linear parks should originate in the local community.[59] The beneficiaries of these recreation developments are largely residents of the local community, and the planning, management, and funding should likewise remain a local responsibility. Furthermore, the consent of adjacent landowners can be obtained more readily for projects that are understood to be under the influence of local values respecting property rights.

Federal agencies will cooperate where federal lands are involved. Federal planning at the national, regional, or even at the local level where federal lands are located, however, cannot substitute for the role of states, communities and individuals in perceiving and respecting local preferences. Recognizing the potential for expanding recreation opportunities close to home calls for community and individual leadership. State and local appraisals, assisted with information from federal agencies about nearby federal land, are an effective instrument for generating the needed state and local leadership and energy.

Strategy 4-1

Federal landholding agencies should cooperate with communities and states that initiate appraisals of their own local recreation settings and resources to expand recreation opportunities close to home.

Cooperative Partnerships With States and Local Governments

As consumer demands for recreation opportunities continue to shift to places closer to home, they call for a stronger state and local role. Furthermore, where federal lands are used to provide for state and local demands, it is important that officials from those governments be involved in developing appropriate strategies to respond to those demands. In many cases, cooperative partnerships already exist to find ways to manage and use federal lands that are both consistent with federal policy and objectives and contribute effectively to the fulfillment of state and local needs. Such partnerships will increasingly provide for stronger local and state government roles in the investment and development of facilities and their operation and maintenance on federal lands.

The federal land managing agencies generally share responsibilities for recreation management with state and local governments through leases, cooperative management agreements, and memorandums of understanding. Such agreements are usually mutually beneficial. They may range from agreements from specific services such as law enforcement, shared visitor services, and combined

interpretive services, to the entire management of recreation areas on federal lands.

The Water Resources Development Act of 1986 and longstanding Department of the Army policy with respect to facilities at civil works projects recognize the responsibility of state and local governments in providing such recreation facilities, and have allowed nonfederal interests to lease Army Corps of Engineers lands for this purpose. In accordance with the new law, non-federal governments must contribute 50 percent of the cost of constructing those facilities and, prior to construction, agree to operate and maintain them. Presently, the Army has 596,000 acres of federal land under lease at no cost, mostly to state and local government agencies, for development of recreation facilities. In addition, there are hundreds of local flood protection projects, built by the Army, at which it has developed recreation areas on non-federal lands. Those facilities are operated and maintained by local agencies. In many areas, hiking and biking trails, interconnecting with other locally constructed trails, have been provided along streams.

The Bureau of Land Management likewise has long recognized the helpful role of state and local governments in managing recreation resources on federal lands. The Recreation and Public Purposes (R&PP) Act of 1926 provides a tested historical basis for entering into partnerships with state and local governments. Federal lands may be made available through lease or by conveyance under this Act to meet recreational needs (Table 11). Lands leased or conveyed to such entities for recreation purposes are, by statute, made at no cost. Types of uses provided on BLM-administered lands by local and state entities include county fairgrounds, state parks, city golf courses, off-highway vehicle parks, shooting ranges, community recreation centers, and many others. A BLM agreement with the State of Nevada Division of State Parks to manage about a third of the BLM Red Rock Recreation Lands outside of Las Vegas, Nevada, is an example of state management of the entire range of recreation services on federal land. The following table shows the number of leases and land patents that have been issued under the R&PP Act to all qualified entities for recreation and public purposes uses. About 80 percent of these lands are leased or conveyed to state and local governments, and approximately 65 percent are for recreation uses.

Table 11. *Recreation and Public Purposes Act Leases and Patents, 1984-86*

Year	Leases		Patents	
	Number	*Acres*	*Number*	*Acres*
1984	110	8,714	51	5,098
1985	93	15,567	51	3,935
1986	55	4,878	34	5,018

The Forest Service has a long history of working closely with states and local governments in jointly providing recreation opportunities on national forests. These are "natural" partnerships since they involve national forest areas that often are close to highly urban areas such as Los Angeles, CA and Seattle, WA. More frequently, they are near small cities and communities. There are literally hundreds

of successful partnerships at such locations. The following example illustrates one such partnership. It includes the Forest Service, the State of Washington, a county, a city, private sector enterprises and the National Park Service. It is located at Lake Chelan in Washington, a 55-mile long lake, which links the city of Chelan through the Wenatchee National Forest to the Lake Chelan National Recreation Area, administered by the National Park Service, at the remote end of the lake. The lake and surrounding mountains are a major attraction in the State of Washington. A wide spectrum of recreation settings, from primitive to urban, and all-season opportunities are provided by the following cooperators:

- Private Sector: marinas, alpine skiing facility, tour boats, float plane taxi service, galleries, theater, lodges, motels, condominium resorts, restaurants, and retail stores and shops;
- City of Chelan: parks, trails;
- State of Washington: parks, boat launches, law enforcement on roads, lake, and ORV trails of the Wenatchee National Forest;
- Chelan County P.U.D.: built recreation facilities operated by city and county, stabilized shoreline at all public recreation sites;
- Forest Service: campgrounds, boat docks, hiker/horse trails, ORV trails, trailheads to access wilderness and back-country, year-round church camp in old mining town, concessionaire bus service for backpackers, horse outfitter guide service, snowmobile and cross-country ski trails, alpine ski area;
- National Park Service: campgrounds, boat docks, hiker/horse trails, interpretive center, living history interpretive ranch, bus service to scenic attractions and trailheads, concessionaire lodging and food service, law enforcement.

When the North Cascades National Park was created in 1967, a joint master plan prepared by the Secretaries of the Interior and Agriculture was mandated by legislation to achieve cooperative and complementary recreation opportunites for the public. When the 50-year relicensing of the dam at the remote end of Lake Chelan was issued in the in mid-1970's, an "Exhibit R" was developed that responded to the interagency, intergovernment recreation development, and management partnership.

The Wenatchee National Forest and North Cascades National Park also have jointly located administrative and visitor information sites and a major embarkation development on the low end of the lake. The latter was identified in the joint plan and includes parking for visitors, docking facilities, a picnic area, and some food service.

The National Park Service in the Department of the Interior has supported commissions made up of state and local officials as well as private sector interests that provide advice on the management of units of the National Park System and other recreational entities such as the national trails.

The Fish and Wildlife Service has traditionally worked closely with state governments in developing hunting and fishing regulations on its lands. This is imperative since the management authority for resident species lies with the individual state wildlife agencies. Where appropriate, the Fish and Wildlife Service enters into cooperative agreements or memoranda of understanding with states concerning management of national wildlife refuge lands.

In addition, the Fish and Wildlife Service distributes to states the receipts from federal excise taxes on the sale of hunting and fishing equipment and related items. These funds are used by states for wildlife research and management activities as well as to enhance recreation on public lands through the acquisition of fishing access sites or boat ramps, to purchase areas of wildlife habitat and permit managed hunting, and to construct and operate hunter education facilities and shooting ranges.

Strategy 4-2

Federal agencies should identify additional opportunities to participate with states and local communities as well as with local private sector associations, enterprises, and volunteers in supplying recreation settings, opportunities, and activities on federal lands that are part of the supply base for state and local recreation demands. This includes federal agencies not specifically charged with recreational responsibilities but which manage lands that can contribute to community recreation opportunities without interfering with their primary mission.

A Wider Role for Nonprofit Partnerships and Volunteers

This administration has focused on the responsibility individual Americans, private groups and local communities feel for their national heritage represented by our federal lands and resources. Many Americans individually and through various associations and their communities have demonstrated they are ready to contribute their own resources and time in the development and care of those resources and to maintain or improve the quality of the settings, facilities, and services that enhance the recreational opportunities and experiences provided by federal lands. We should continue to encourage this wholesome American spirit of giving and serving which is epitomized by voluntarism among individual citizens and organized groups and nonprofit organizations.

Hundreds of thousands of hours of services have been contributed annually to maintain and improve recreation settings, facilities, and services on federal lands. In 1987, Forest Service volunteer programs attracted 57,300 participants, more than twice the agency's permanent workforce; in 1986, National Park Service volunteers numbered 40,000, nearly five times the 1981 participation. Federal agencies are encouraged to expand the opportunity, satisfaction, and effectiveness of voluntarism through improved information, recruitment, training, and supervision. That includes greater emphasis on advance planning and assurance of adequate finances for travel, food, and lodging as well as a sensitivity to the motivations and capabilities among volunteers.

Partnerships are encouraged with nonprofit organizations that can improve recreation services to consumers. They include interpretive associations, "Friends" groups, organized youth and civic organizations, foundations, and educational institutions. These organizations can often provide time, skills, money, facilities and/or land which are unique or supplementary services that federal agencies are

unable to perform for the benefit of recreating visitors. Nonprofit organizations also promote strong links between the communities and the public lands serving local recreation demands.

For those who wish to contribute to the enhancement of federal lands for outdoor recreation purposes, but do not choose to or are unable to volunteer their time, we should respond appropriately to donations of funds, land, or other physical property. The federal government can acknowledge such gifts so long as such recognition does not endorse a product. This can take a variety of forms such as signs, plaques, certificates of appreciation, credit lines on films, articles in the news media and credit on recorded government messages for the general public.

Strategy 4-3

Federal recreation agencies should expand the opportunity, satisfaction, and effectiveness of voluntarism on the public lands. The administration should propose legislation to expand volunteer authority and increase flexibility for effective cooperation between the federal agency and the volunteers from the community in which the facility is located. This includes partnerships with non-profit organizations that can improve recreation services to consumers.

Environmental Quality and Outdoor Recreation Settings

Fiscal policy and finance, together with budget control, influence both the sectoral and overall performance of the U.S. economy. The public as well as government officials recognize the need for fiscal economy at all levels of government. Federal environmental and resource programs affecting outdoor recreation settings, opportunities, and experiences, no less than those in equally important public policy areas such as housing, health, education and law enforcement, must share in the fundamental effort to constrain federal spending and ultimately eliminate the federal deficit. This means that federal monies for resource programs must be carefully targeted.

Protecting and Enhancing the Nation's Environment Is a Long-established Policy and Priority

Government programs and private initiatives in this area probably have the widest and most important impacts on improving the quality of recreation settings, opportunities, and experiences on both public and private lands. Americans, acting through their elected officials, have made it clear that protecting and enhancing environmental quality is of prime importance. The setting and meeting of national environmental goals is a key element in fulfilling the public's desires. This administration has consistently sought to achieve environmental betterment through enforcement of protective standards, through effective alternatives to regulation, and establishment of goals that can be reached through planned annual progress. Since 1981 we have brought more than 1,000 lawsuits against polluters of the air, water, and soil. We are making great progress in cleaning up America, and keeping it clean. We have approached the issue in the spirit of cooperation, recognizing that all our goals can be best met if the federal government works with state and local governments and the private sector.

We need to appreciate that each year's efforts are an added step toward a better environment. The long-term trends in the quality of renewable natural reources are upward. Each year's efforts must be measured against our other national needs as well as environmental and resource goals. We must try to understand resource history. It tells us that major resource goal commitments are attainable and that their full realization is a matter of several decades of steady annual progress rather than a matter of short term reversal. This is evidenced by our goals for the

containment of of the extensive forest wildfires during the early decades of the 20th Century, the control of the massive soil erosion and Dust Bowl problems of the Depression years, and the restoration of many big game populations that were so decimated at the turn of the century.

More recently, evidence from a variety of indicators—at the national, regional and local levels—continues to show that the nation's air quality is improving. Federal standards for four of six criteria pollutants have been achieved in most areas of the country. Carbon monoxide, which has become a marginal problem except for a few metropolitan areas, and ozone, a more pervasive problem, are evidencing downward trends. The information provided by the National Water Quality Inventory and other federal data shows that significant success is being achieved in cleaning up the nation's waters. Many of the most severe pollution problems that plagued our waters in the 1960's and 1970's are being abated. Most of the nation's rivers, lakes and estuaries are able to support, to a significant degree, the uses for which they have been designated. The 1985 Food Security Act agricultural programs are returning millions of acres of cropland to less intensive uses and retiring under long-term contracts many acres of erosive soils into protective cover crops and tree plantations. These shifts in land use will contribute to cleaner waters and improved environments for wildlife and fish.

Each year's efforts brings a net increment to environmental quality and the related recreation settings and opportunities. Time has tested our resource commitments, policies, and programs and our resource managers, both public and private. They have served us well and they will continue to do so in the future.

Constraining the Adverse Impacts of Federal Programs

Where federal programs directly induce adverse long-term impacts on environmentally sensitive public or private lands that cannot be mitigated, we should continue to constrain them. Federal programs should not unnecessarily induce the development of unstable coastline areas, wetlands, or other highly sensitive environments. The Coastal Barriers Resources Act of 1982 precludes federal spending on identified coastal barrier islands that would encourage private development. The National Environmental Policy Act requires environmental impact assessment process wherever federal development or management activities indicate a significant environmental threat or impact. We are implementing the 1985 Food Security Act in ways that will shift the most erodible soils from agricultural production into the Conservation Reserve. We are designing farm program regulations that will discourage the cultivation of wetlands and highly erodible lands under future farm programs.

Strategy 5-1

The administration should continue to seek natural resource and environmental quality improvements through planned annual progress on targeted priorities.

Enhancing Recreation Through Highway Projects

The Federal Highway Administration (FHWA) directs a federally-assisted, state-administered program for about 829,000 miles of highway that has an extensive record for enhancement of recreation settings, opportunities, and facilities in highway projects. The FHWA role for enhancing recreational aspects of highway projects includes advice, consultation, and most important, financial assistance. The highway trust fund, based on revenues collected by the federal government annually exceeds $10 billion. These funds are apportioned by Congress to the states. States have the lead role in setting priorities and developing highway

projects, including scenic highways, overlooks, and other recreational designs and developments. About 6.5 percent of the funds, close to $1 billion a year of the federal-aid program outlays, has been directed to recreational use. Highway projects have included mini-parks and playgrounds on highway rights-of-way, recreational boat launching ramps, bicycle trails used for recreation as well as transportation, recreational facilities at safety rest areas, scenic overlooks, sensitive design practices in areas with high recreational use, and the disposition of excess right-of-way to public agencies for recreational use, among many others.

The Department of Transportation is intensively reviewing options for legislation that would return permanently the highway responsibilites to the states. The Department believes this would be a positive development for highway beautification and recreation objectives of the states. States have consistently demonstrated a commitment to use highways and highway rights-of-way to enhance outdoor recreation settings, opportunities, and facilities and a willingness to allocate resources toward that end. This commitment would be strengthened even further through a stronger state role in highway funding. Recently, there has been an increasing tendency for Congressional earmarking of large amounts of federal highway funds for specific "demonstration" projects, as opposed to the traditional role for states to initiate projects under their own leadership and priorities. Increased state authority would not lead to any decline in environmental sensitivity, since state projects would remain subject to meeting federal environmental standards.

Strategy 5-2

The administration should evaluate, develop, and support legislation to return permanently to the states the primary responsibility for the nation's highway programs. Increased state responsibility for setting priorities in the spending of highway funds will strengthen state highway beautification efforts. The states have consistently demonstrated a commitment to use highways and highway rights-of-way to enhance outdoor recreation opportunities and a willingness to allocate resources to that end.

Conclusion

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The Task Force believes that America's communities will be strengthened by an outdoor recreation policy that is grounded in the principles of limited government, respect for private property rights, and encouragement of cooperative voluntary initiative. When America was still a very young country, the French magistrate Alexis de Tocqueville set out on a tour of our nation's communities and kept a journal of his observations about those things that defined the character of the American people. One was a sense of initiative that was so alien to Europeans of the early 1800's. He wrote:

> Americans of all ages, all conditions, and all dispositions, constantly form associations. They have not only commercial and manufacturing companies, in which all take part, but associations of a thousand other kinds—religious, moral, serious, futile, general or restricted, enormous or diminutive. The Americans make associations to give entertainments, to found seminaries, to build inns, to construct churches, to diffuse books . . . Wherever, at the head of some new undertaking, you see the government in France, or a man of rank in England, in the United States you will be sure to find an association. . . .
>
> I have often admired the extreme skill with which the inhabitants of the United States succeed in proposing a common object to the exertions of a great many men, and in inducing them voluntarily to pursue it . . . . Nothing, in my opinion, is more deserving of our attention that the intellectual and moral associations of America. The political and industrial associations of that country strike us forcibly; but the others elude our observation, or, if we discover them, we understand them imperfectly, because we have hardly ever seen anything of the kind.

His astute observations about the practical, can-do spirit of Americans of his time are no less true today. One great difference is the size and influence of the contemporary federal government. Yet Tocqueville foresaw the consequences of an ever expanding central governing power: "The more it stands in the place of associations, the more will individuals, losing the notion of combining together, require its assistance; these are causes and effects which unceasingly create each other."

As we considered the future of outdoor recreation opportunities in America, our challenge has been to define the proper role for the federal government in the larger national effort to carefully develop our outdoor recreation resources for the diversity of recreational opportunities sought by nearly all Americans. By virtue of its vast landholdings, the federal government has become a massive provider of outdoor recreation opportunities. Yet the vast majority of these lands are remote from many communities where most Americans live, work, and play.

Where the federal lands are close to communities, they expand the recreational choices that people living in these areas may enjoy. In these instances, the proper federal role is to cooperate with states and local communities in assessing their resources suitable for recreation development and in making the federal lands available for expanding local recreation opportunities, consistent with our stewardship responsibilities. This cooperative effort should be extended to private investors who would make suitable partners in the development of recreational

facilities and services on federal lands; to volunteers and private associations who would contribute to the public's understanding, appreciation, and protection of the outdoor resources of the federal lands, especially among residents of the neighboring communities; and to other federal, state, and local recreation and resource managers working in the same area who would increase their effectiveness in the maintenance of public recreational facilities and their stewardship of the public outdoor resources.

For all of America's communities, the vast majority of which are distant from these federal landholdings, the proper federal role is to cooperate with communities and states in the protection of environmental quality generally, in the protection of private property rights, and in removing unwarranted tax, regulatory, and legal obstacles to private landowners and entrepreneurs who are abel to provide outdoor recreation opportunities for their people. Above all, the proper federal role is to recognize those successful individuals, enterprises and voluntary associations that have shown leadership and initiative in creating and expanding recreation opportunities and resource protection in cooperation with the residents, property owners, business establihsments, and political leaders of their communities. By turning the spotlight on these efforts, the federal government can exhort and encourage others to do the same. Such efforts are already an everyday occurrence in thousands of communities and tends of thousands of neighborhoods all across America. But they too may "elude our observation, or, if we discover them, we understand them imperfectly."

The President's Commission on Americans Outdoors discovered dozens, even scores, of such exemplars of community leadership and brought them to national attention. The proper federal role also is to foster the understanding that, from the time of the nation's founding, all progress in the vast multitude of undertakings that Americans have performed every day has been with the assistance of voluntary associations operating freely in this nation of communities.

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59. Greenbelts present an appealing opportunity to create popular recreational amenities because they are adaptable to such diverse neighboring land uses as downtown commercial areas, suburban neighborhoods, as well as undeveloped and rural areas. We have not used the term "greenways" because to some they are not primarily recreational, but are mechanisms for land use planning, restricting growth or regulating development. Special attention must be given in the creation and management of linear parks to ensure that they are not sources of community discord and restriction, and that the property rights of neighboring landowners are not diminished.

Appendix A Case Studies

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America's Communities Are Leading the Way: Some Examples of Community Recreation Initiatives

The future of outdoor recreation for the American people is already taking shape in America's communities. This is abundantly evident in the work of the President's Commission on Americans Outdoors and in this Task Force review of how recreation opportunity has been expanding in the past 20 years. What is happening all across America is dramatically illustrated in the Commission's summary publication *Americans and the Outdoors*, produced as a public service by the National Geographic Society. The center section unfolds to depict a slice of the mid-American continent in a photomosaic using Landsat imagery from miles above the earth, and pinpoints what Americans have been doing to create recreation opportunities from the Outer Banks of North Carolina to the San Francisco-Oakland Bay Bridge, and dozens of communities in between. An entire volume of the Commission's assessment is devoted to describing 24 case studies and its Report and Recommendations volume is likewise punctuated with a diversity of successful models of community initiatives in nearly every kind of recreation and resource protection activity.

The Task Force sought to identify additional community based and private sector initiatives already well known to federal land managing agencies as well as individual and community efforts recognized through the administration's Take Pride in America awards program. The Council on Environmental Quality has also documented numerous cases of private sector natural resource conservation and recreation activities in the course of preparing the President's Environmental Quality Report. Some of these cases illustrate the kinds of recreation opportunities which are expected to flourish under the outdoor recreation policy proposed by the Task Force and are included in this appendix to support our analysis.

Renewing America's Outdoor Ethic

Izaak Walton League of America, Inc.

The Izaak Walton League of America was established in 1922 as a non-profit organization to promote conservation issues affecting sportsmen and outdoor recreation. It has been particularly active in promoting outdoor ethics. National membership is 50,000 with 21 state divisions and 400 local chapters.

In 1980 the Izaak Walton League, along with the J.N. "Ding" Darling Foundation and the International Association of Fish and Wildlife Agencies, organized the First National Conference on Outdoor Ethics. Although the conference was designed to consider the behavior of all outdoor recreationists, the public's perception of hunting was the chief theme that emerged. The League believes that the conference's theme was the catalyst that resulted in many states requiring hunter education programs before purchasing a hunting license.

In November 1987 the League sponsored the first International Conference on Outdoor Ethics at Lake Ozark, Missouri. The conferences theme entitled "Ideas That Work" emphasized educational efforts, international experiences and other ways to promote outdoor ethics. Federal, state and private land managers said they want future generations to enjoy the wonders of nature and that educating the young is the key to preventing abuses of these natural wonders. The conference brought together private and public outdoor recreation leaders from such diverse areas as North America, Africa, Europe and Asia. In addition to an

address made by Interior Secretary Donald P. Hodel, other federal agencies making presentations included the Departments of Education, Agriculture, and Defense.

The Izaak Walton League agreed to take a lead role by serving as a national clearinghouse and information center on all matters involving outdoor ethics in 1977. This role was expanded after the First National Conference on Outdoor Ethics was held in 1980 and resulted in the creation of the League's Outdoor Ethics Clearinghouse funded by the Richard King Mellon Foundation. Clearinghouse activities include distributing brochures, press kits, and public service advertisements and publishing the League's quarterly publication, *Outdoor Ethics,* which is distributed to over 6,000 outdoor writers, natural resource managers, and sportsmen's groups. The Clearinghouse has encouraged local community leaders to hold statewide ethics conferences. According to the league, an estimated 25 statewide conferences involving about 4,000 participants have been held since this program began.

The League is particularly proud of a successful effort in Sheboygan County, WI that reduced conflicts between landowners and recreationists. Local League members—also known as Ikes—in 1983 started the Grassroots Ikes Program (GRIP) by first conducting a survey of landowner and recreationist attitudes toward recreation on private lands. Survey results revealed a greater willingness by landowners to permit recreational access than was previously assumed. In many cases, landowners indicated that they either already currently allowed recreational access on their land or would if asked for permission. Illegal trespass and lack of respect for the landowner were most frequently cited by both recreationists and landowners as the two biggest causes of conflict.

Using results from the survey, GRIP formed committees to improve landowner-recreationist relations. One tangible benefit resulting from the committees was the printing of 15,000 "permission cards" for recreationists which list the name, address and phone number of the recreationists along with a description of their vehicle. Landowners, who keep the card to determine who is using their property, strongly approve of this system and want to see it expanded. Another spin-off of GRIP is a 30 minute video tape that was produced by the Wisconsin Department of Natural Resources about the program. In addition to providing a brief history of GRIP, the tape gives important details of Wisconsin trespass laws and the ways for recreationists to obtain access permission from landowners. Finally, GRIP encouraged local support for a pilot model of an Advanced Hunter Education Class for 60 adult hunters in Sheboygan County.

The League believes the GRIP program can be used in many other communities and is actively promoting the program. Through a booklet that has recently been printed and distributed to its members describing how to organize a GRIP program, the League has high hopes for the Sheboygan experience to duplicated in community after community.

Future Fisherman Foundation

The Future Fisherman Foundation is a nonprofit tax deductible organization started in 1986 to promote participation land education in sport fishing and to protect and enhance aquatic resources.

The best known program of the Foundation is its "Hooked on Fishing—Not on Drugs" effort. The idea for this program originated when the Foundation received a letter from a teenager who explained that fishing helped lure him away from drugs and felt it might have the same effect on other youth. The program's message is that fishing is a healthful, enjoyable activity that can provide youth with an alternative means to use their leisure time and release stress. The theme of the program has great outreach potential since entire communities are interested in activities that will aid youth in finding alternatives to drugs.

The "Hooked On Fishing—Not On Drugs" program includes a 30-second public service announcement and a 5 minute documentary that have been used on television. Advertisements with this theme have appeared in consumer magazines. Moreover, the program has been integrated into the drug prevention efforts of schools, sheriff and police departments, service and youth organizations, and state and federal agencies. It has also received recognition from President Reagan, Secretary of Interior Donald P. Hodel, and Assistant Secretary for Fish, Wildlife and Parks William Horn. First Lady Nancy Reagan, long active in promoting drug prevention efforts, in a letter commending the program remarked that the "'Hooked on Fishing—Not Drugs' education program not only reminds young people of the tragedy and emptiness of drug addiction, but also points the way to a healthier, more wholesome life. Recreational activities have the added benefit of instilling an appreciation of nature and pride in our Nation's outstanding natural resources."

In addition to its drug prevention efforts, the Foundation is encouraging individual state fish and wildlife agencies to develop their own aquatic resource education programs. The Foundation, along with many other conservation organizations and the fishing tackle industry, is a member of the Aquatic Resource Education Council (AREC), which was formed to help coordinate nationwide efforts and develop a curriculum for an aquatic resource education curriculum for teachers. The curriculum, which first became available in the fall of 1987, teaches fishing techniques and emphasizes the importance of fisheries management and wise stewardship of natural resources in general. This effort is designed to enhance state aquatic education programs that are currently authorized under the Wallop-Breaux Fish Restoration Program which distributes federal excise receipts on fishing equipment to state fish and wildlife agencies for sport fishery related projects. Up to 10 percent of these funds can be used for aquatic education programs.

Zebco and Berkely, two large fishing tackle manufacturers, gave a major boost to this program by donating $1.8 million of fishing equipment to the program during 1987. The equipment was donated to the Washington, DC-based Sport Fishing Institute which, in turn distributed the equipment to states sponsoring aquatic education programs in schools and for other education activities. To date, 32 states have received this equipment.

The Foundation also believes that fishing tackle retailers can play an important role in promoting sport fishing. Through its Retailers for the Future of Fishing program, the Foundation is identifying a network of retailers who are committed to promoting activities to get youth and other potential fisherman involved in the sport and assisting their state fish and wildlife agency with fishing clinics and seminars.

One of the first retail members to become active in this program was the Tackle Barn in Chesapeake, WV that is owned and operated by Sharon and Ted Hemmings. The Tackle Barn held fishing clinics three times a week, during the month of August 1986, that taught youth in their area fishing techniques, ethics, safety, and stewardship. Youth participating in the program also completed two community projects. One of these entailed cleaning up a locally popular fishing area and the other involved building and installing a safety center at a local swimming area. The interest was so great among the youth and the Hemmingses that when the program ended, they formed a fishing club that would expand on the curriculum taught during the summer.

A network between businesses and community leaders working with government at all levels is developing outdoor education programs that are responsive to the needs of local communities.

Botanical Gardens and Arboreta

In the middle of the 19th century, long before the United States consciously adopted a policy of conservation, the idea of planting trees gained popular support, and in the early 1870's "Arbor Day" was celebrated by nearly all the states. Although the wave of tree planting probably did more to promote the idea of conservation of forests than conservation itself, at the same time many individuals and groups took an interest in establishing botanical gardens and arboreta in part to enhance their communities and in part to conduct scientific research in botany. The Missouri Botanical Garden in St. Louis was established in 1857 by Henry Shaw. The [James] Arnold Arboretum began in 1873 with his bequest to Harvard University and later became the most outstanding research organization of its kind. Gifford Pinchot credited its scientific studies as giving "basic facts for all later conservation work." The [J. Sterling] Morton Arboretum established near Chicago in 1921 honors the man who started the popular tree planting custom in Nebraska in 1872.

Today there are scores of similar institutions all across the country that serve the local community by providing parklike open space and research facilities and are increasingly important in providing environmental education to schoolchildren, local residents, and visitors. Most of these are private institutions that depend on memberships and charitable donations, although some charge admissions. The American Association of Botanical Gardens and Arboreta, Inc., a membership organization established in 1949 and located in Swarthmore, PA, recently complied a listing of the educational resources at botanical gardens and arboreta, including member and nonmember organizations. Of the 104 U.S. institutions surveyed, over 90 percent conducted workshops or classes, and over 50 percent had programs specifically oriented to children. These and most others conducted tours, provided written and printed materials, and provided services to members. Several conducted training of professionals and volunteers.

The following cases briefly illustrate the contribution that such institutions have made to providing residents of their communities with opportunities to learn about and appreciate their natural environments.

Dawes Arboretum

The Dawes Arboretum was established in Newark, OH in 1929 to promote the planting of trees and shrubs, the conservation of natural resources, and public environmental education. Dawes is one of the major arboreta, about 940 acres, or

nearly a section and a half—a very large landholding for Ohio. It has about 2,000 different species and varieties of trees and shrubs, with some specialized collections of native flora. Dawes publishes a monthly newsletter, has a staff naturalist/educator, and conducts tours, workshops, and classes for adults and children.

Arizona-Sonora Desert Museum

The Arizona-Sonora Desert Museum was established in 1952 and is located about 14 miles west of Tucson adjacent to the Saguaro National Monument. It has over 300 species of native plants and 200 species of native animals housed in natural settings displaying the ecology of the desert. The Museum is located on 120 acres of leased land in Tucson Mountain Park, but only about 25 acres are developed. The rest is a native desert setting and for this reason is a noted nature study area. Its education and research programs are an integral part of the local school systems and cooperative programs carried out with the universities. It plays a major role in promoting an understanding of the desert and its fragile ecology, and is internationally known for creating a "living museum."

Incentives for Gaining Access to Private Recreation Land

Recreation Access to Private Industrial Timberlands

Companies growing timber commercially for lumber, plywood, pulp, and paper and other forest products own over 60 million acres of timberlands in the United States—a land area one and one half times the size of the six New England states. In many cases, these industrial timberlands are open to public access and play a vital role in providing a wide array of outdoor recreation activities such as hunting, fishing, camping, nature study, and winter sports. The forest products industry is responding to the diverse recreational demands of the public by developing recreation areas tailored to the specific interests of individual user groups.

International Paper Company

One of the most common recreational uses for industrial timberlands is hunting. Although hunters have traditionally enjoyed free access to many industrial timberlands, in recent years more companies have started to lease their lands for hunting. International Paper Company's lands in Texas, Louisiana and Arkansas illustrate how companies are changing access policies and forest management to respond to the rapidly changing demands of the public.

International Paper Company owns and manages 2.3 million acres of lands for timber production in these three states alone. The company's wildlife management program began in the 1950's when the first biologist was hired to develop and coordinate recreation programs for the public on company lands. The original goal of the program was to develop good public relations. However, as the forest products industry experienced an economic downturn in the early 1980's, International Paper Company and many other industrial landowners began to reexamine how wildlife on company lands might be turned into a profitable business opportunity. Leasing of lands to hunting clubs soon became the cornerstone of this new effort.

Aside from economic considerations, abuses by the public on company lands with open access policies also made leasing a more attractive alternative. For example, 52,000 acres of company land in Texas previously managed for "open" public hunting were leased when the abuses became widespread. Many of the problems cited with this area involved a surplus of hunters, a scarcity of game, and too much litter.

The revenue generated by lease fees supports many services requested by hunting clubs. IP's hunting clubs that are interested in participating in a formal deer management plan receive company assistance with spotlight surveys (to estimate deer populations), harvest analysis and food plot materials. Approximately, 150,000 acres of company land in Texas and Louisiana are being intensively managed for deer. Increased popularity of deer hunting has created a market for a discriminating group of hunters willing to pay higher fees in return for a high quality hunting experience. IP's first response to the demands of this type of hunter was in 1986 when it began providing lodging and guided deer hunts on a 3,000 acre tract in East Texas. For the opportunity to harvest one buck and two doe, hunters are charged $200 per day.

Bowhunting for deer has become considerably more popular in recent years. For example, in the first 5 years that Louisiana required a special bowhunting license, sales doubled. To help respond to this developing demand, IP opened a 4,000 acre San Patricio Bowhunting Area in Louisiana in 1985 exclusively for bowhunters. Bowhunters on this area pay $200 per season or $100 for a 3 day hunt and are allowed to harvest up to six deer of either sex during a 3-1/2 month season. Bowhunter success on this area during 1986 was 61 percent as compared to a state average of less than ten percent. Because of the early popularity of the San Patricio concept, the company opened a 3,400 acre bowhunting area in 1987 in Texas.

International Paper has also been developing hunting opportunities beyond those for deer. The company is making their wetlands more attractive for waterfowl hunting by building water impoundments. These range from a 623-acre marsh to a 30 acre reservoir. Aside from the obvious commercial benefit of these lands to the company, these artificial wetlands diversify the landscape and provide many wildlife species with special needs rarely found in nearby habitat.

In an effort to appeal to the demand for family oriented recreation, International Paper has established a Family Wildlife Area Program in East Texas. Four areas in East Texas are managed as family oriented outdoor clubs. Each family pays between $200 to $500 per year to have full access to their area and is assigned a permanent campsite. Company and state personnel provide year round security to the campsites.

According to a company recreation survey, hunting is the most popular use of these areas followed by camping, fishing, and nature study. Because of the large public response to this program in Texas, International Paper is already planning to expand the Family Wildlife Area Program to Louisiana in 1988.

Community Recreation on Electric Utility Lands

Investor owned electric utility firms are among the most significant private landowners in the country providing recreational opportunities for their employees

and for the communities in which they operate. Although there is no aggregate data to evaluate the overall importance of this major industrial landowning group, there are numerous well known cases of companies that actively manage their lands for recreation as well as for natural resource conservation and wildlife protection.

Some recreation planning is legally required by FERC as a condition of hydropower licensing or relicensing approvals, but public recreational access to other utility lands is provided as a gesture of community goodwill. Whether required by federal regulation or offered voluntarily, public recreation opportunities are threatened by looming liability costs to these utility firms and by vandalism and careless use of land by some visitors. Industry representatives have testified to the President's Commission on Americans Outdoors that these issues must be addressed if utility companies are to continue and expand recreation opportunities to the public.

The following cases provide an indicator of the magnitude and type of recreation provided on utility-owned lands, which are of particular importance in the eastern part of the country where over 95 percent of the is land privately owned. In 1987 the industry's trade association, the Edison Electric Institute, produced a film, "Fun Country, USA," highlighting the variety of public recreation facilities made available by electric utility companies across the country.

Georgia Power Company

The Georgia Power Company has developed and operates 5 major parks and over 50 access and satellite recreation areas on 18 hydroelectric projects and steam electric plant cooling ponds at a capital cost of $10 million since 1976, and a current annual operating cost of over $2 million. The staff provides recreation programs for the public and the company has its own hunting permit, shoreline leasing, fish stocking, and water safety programs. Major park attendance in 1986 exceeded 250,000, with over 1 million visitors at all areas.

Duke Power Company

The Duke Power Company has donated over 2,800 acres of land for public parks in North Carolina and South Carolina, opened 148,000 acres of land to the public for hunting, and built a 43-mile hiking trail in the foothills of the Blue Ridge Mountains. The company has also adopted land use plans on 300,000 acres of its holdings. Natural barriers have been left along streams, vistas have been preserved, and rare plants, such as Oconee bells have, been protected.

Merril Creek Reservoir

The 650-acre *Merrill Creek* reservoir in northwestern New Jersey is presently under development by a consortium of utilities that withdraw water from the Delaware River drainage. Designed to provide replacement water to the Delaware during periods of low river flows, it is surrounded by a 2500-acre nature preserve and buffer zone planned to serve as wildlife habitat and multiple use recreation. A program of low density public use for hunting, fishing, boating, hiking and nature study is designed to protect the quality and character of the area.

Snowmobile Trails Across Private Lands

Vermont Association of Snow Travelers

Snowmobilers love their winter outdoor sport, and in Vermont they are contributing to the quality of their recreation experience. Under contract with the State, the

Vermont Association of Snow Travelers (VAST) maintains more than 2100 miles of snowmobile trails. These snowmobilers supplement the state funds by volunteering time and equipment to develop trails, groom the statewide trails, and promote the sport of snowmobiling.

Vermont currently has 2182 miles of groomed, marked and mapped snowmobile trails, about 90 percent of them on private land. The other 218 miles of groomed trails are on the Green Mountain National Forest and in Vermont State Parks. The "corridor trails system" is designed to extend the length and width of Vermont, providing rides from 10 to more than 200 miles. Access to food, fuel, repairs and lodging is available directly from the trails, often via the 1500 miles of secondary trails. Rides vary from urban to wilderness, meadows to woods, and flat land to mountains.

The Vermont Association of Snow Travelers is a non-profit organization established in 1967 to promote the snowmobile sport, develop a strong statewide membership, develop and maintain a statewide trail system, offer safety courses for juvenile riders, and oversee the legislative activities affecting their sport. VAST now has 16,500 members, 160 local clubs, and an executive director. Revenue is derived from annual member dues and the State contracts for trail maintenance.

The Vermont trail system has been administered since 1978 by the Statewide Snowmobile Trails Program, which is under the jurisdiction of the Vermont Agency of Natural Resources, Division of Forests, Parks and Recreation. They contract with VAST to develop and maintain trails, purchase trail grooming equipment, groom corridor trails in the winter, provide trail signs, publish a map, and publicize snowmobiling opportunities. Funds are collected from snowmobile registration fees and are supplemented by the volunteer labor and equipment donated by the local snowmobile clubs. More than 4,400 miles of existing snowmobile trails are maintained, although only about 2,100 miles are groomed in the winter.

From 1973 to 1987, the program was funded from a percentage of the snowmobile registration fees (75 percent in 1987), and in 1988 the appropriation will come directly from the state transportation fund. In 1987, the state spent $205,000 to provide snowmobile trails, $191,800 of which was transferred to the Vermont Association of Snow travelers. Trails were maintained and groomed through 133 contracts with individual clubs. Without question, the quality of the recreational experiences in Vermont is directly enhanced by the contributions of thousands of users.

Integrated Development of Federal Recreation Opportunities

White Water Recreation Partnerships

Rivers offer a unique opportunity for public-private partnerships, since they flow past land in many ownerships. Private for-profit outfitters depend on rivers for their livelihoods, and uncounted numbers of businesses manufacture and sell equipment for river recreation. Local communities often build access ramps or parks alongside rivers and spearhead clean-up efforts, and state agencies regulate and manage wildlife, fisheries, and other river resources. Any efforts to protect

rivers or open them to public use must involve local landowners. Volunteers who use a river often monitor its use and help to improve its fisheries and physical resources.

The Wild and Scenic Rivers System was established in 1968, and includes three categories of rivers: wild, scenic,and recreation. There are 2,200 miles of Wild and Scenic Rivers on national forests, representing 53 percent of the total resource in the continental U.S. Twenty-nine rivers running through national forests have been designated as Wild and Scenic Rivers, and the Forest Service manages these with a multitude of public and private partners.

Rogue River

Southwestern Oregon's Rogue River descends for more than 200 miles from its headwaters in the Cascade Mountains near Crater Lake to the Pacific Ocean at Gold Beach. River users come to the Rogue from all parts of the world for boating, fishing, hiking, and camping. Known best and longest as a premier salmon and steelhead river, the Rogue's fine anadromous fishery continues to draw thousands of river users annually. The tour boat operation based at Gold Beach and the outfitting and guiding at Grants Pass are the focus of tourism and recreation on the river. The spectacular growth and popularity of white water boating on the Rogue perpetuates its reputation as one of America's outstanding white water rivers, and its users spend large amounts of their discretionary time and income on Rogue River recreation.

The recreation services provide by the Rogue River offer an excellent example of the benefits resulting from partnerships between the public and private sectors. The Bureau of Land Management (BLM) and the Forest Service (FS) are joint managers of the federal interests along the 84 miles designated for management under the National Wild and Scenic Rivers Act of 1968. Local outfitters, tour boat operators, and a vast network of related service industries are the backbone of local economies in this area. State and local governments are also active partners, granting and enforcing fishing licenses, stimulating local tourism, and providing needed facilities and services. Along the Rogue, sections have been designated under the Wild and Scenic Rivers Act as Wild, Scenic, and Recreational. Down river from (and west of) Grants Pass, there is an undesignated section of the river. A Recreational Section begins at the junction of the Applegate River and ends at the Grave Creek Bridge, and a Wild Section begins at Grave Creek and ends at Mariel. These two stretches total 47 miles and are managed by the Medford District of the BLM. The Siskiyou National Forest manages 37 miles of the lower river: the Wild Section down river from Mariel to Watson Creek and the Recreational and Scenic sections from Watson Creek to Lobster Creek. The last section to the Pacific Ocean is undesignated and includes the city of Gold Beach. Tour boats operators, outfitters, guides, and other recreation businesses are based in Grants pass, Gold Beach, and all along the Recreational and undesignated sections of the Rogue.

The popularity of the Rogue River is such that use limits have been implemented to protect the resources and preserve the nature of the recreation opportunities. On the Wild section of the Rogue, management objectives are to provide a primitive recreation opportunity. Since the demand during the summer and fall months for white water rafting exceeds the number of available spaces, a permit

system has been instituted and is at the core of the successful public-private partnership on the Rogue River. Use is controlled through two separate permit systems, one for private boaters, and one for commercial outfitters and tour boat owners, who pay 3 percent of their adjusted gross income for the privilege of providing commercial activity on public land.

The most intense joint-management of the Rogue by the Forest Service and BLM occurs in the Wild Section from Grave Creek down river to Watson Creek. The Medford District of BLM had the lead responsibility for the permitting of commercial use of the public lands and waters, while the Gold Beach Ranger District of the Siskiyou National Forest has the lead responsibility for permitting of commercial use of the public lands and waters, while the Gold Beach Ranger District of the Siskiyou National Forest has the lead responsibility for permitting noncommercial use along the entire Wild Section. Regardless of the division of labor between the two agencies, however, both types of permits are issued jointly. The Rogue River Trail, which parallels the Wild Section of the river, is host to thousands who hike its 40-mile length each year and is managed by both agencies on their respective lands.

Downstream float boating on the Wild Section is limited by the agencies from June 1 through September 15 each year to protect the inherent value of the Rogue, as specified in the Wild and Scenic Rivers Act, and to meet management objectives for primitive recreation opportunities. During the 107 days of the controlled-use period each year, a maximum of 120 persons each day are allowed to enter the Wild Section of the Rogue; the allocation of this summer use is evenly divided at 50 percent noncommercial private, and 50 percent commercial. The average trip requires three days to drift the 37 miles of the Wild Rogue through the Class III white water. The average actual use totals during the controlled period have been more than 10,000 persons annually for the past five years.

The 41 permittees authorized to operate businesses on the Wild Segment were assigned their individual use allotments within the 50 percent total commercial use allocation on the basis of historical use and two growth factors instituted since 1973. The trip start days for each outfitter remain constant from year to year, allowing operators to schedule more than one year in advance. The interagency noncommercial permit system initially assigns use through a computer-driven selection process (lottery) based on requested launch date and number of people, conducted at the beginning of each calendar year. Unused permits are assigned to individuals submitting telephone and walk-in requests. Compliance with the system is monitored and enforced by the permit issuing office, a BLM Ranger, and a Forest Service Level IV Law Enforcement Officer.

In 1984, the Rogue became the first Forest Service-managed river in the nation to collect user reservation fees from the noncommercial river users. The reservation fee offsets the expense of providing that service. Private parties pay $2 to apply for a permit to float the Wild Section of the river, and $5 for each person that floats the river. In 1986, permits were issued to 5915 recreationists for 17,745 recreation visitor days (RVDs), returning $42,000 to the General Treasury. No fees are charged for private use of the Recreation and Scenic Sections of the Rogue, where 303,000 RVDs were provided in 1986.

Commercial tour boats carried 73,000 customers in 1986 and returned fees of $52,800 to the Treasury. Commercial float trips provided 15,000 RVD's on the Wild Section and 3900 RVD's on the Recreation and Scenic Sections in 1986, returning $60,000 and $8,100 to the Treasury, respectively.

All along the Recreation and Scenic Sections and undesignated sections of the river are found small businesses that rent equipment for noncommercial day use and supply equipment and guides for commercial day use. Local businesses also sell fishing and camping equipment, make boat repairs, shuttle vehicles and passengers, operate motels and restaurants, and sell groceries and supplies. Lodges provide overnight lodging and meals for fishing and float parties, and three of the historical and well-known lodges are along the Wild Section: Paradise, Black Bar, and Mariel. Entire recreation industries have been built up in Grants Pass and Gold Beach, and jet boat operators even dock and pick up passengers at several hotels.

Cooperation with other public agencies is critical to the success of the recreation industry based on the Rogue River. The State issues and enforces fishing licenses, manages wildlife along the river corridor, constructs public boat ramps, and organizes public meetings. Josephine County operates several boat launches and campgrounds on land leased by BLM. Josephine and Curry Counties provide patrol and rescue operation along the river. The Corps of Engineers regulates water levels by controlling releases from Applegate and Lost Creek Reservoirs. Volunteers from such non-profit groups as the Sierra Club, Boy Scouts, and Girl Scouts help with trail maintenance, trash cleanup in the river, patrol, and habitat improvement project construction.

Oregon's economy has traditionally been based on a fluctuating timber industry, and the newly emerging recreation and tourism industry has become vital to the state's economic growth and health. The white water-based recreation on the Rogue River is responsible for large and significant influx of dollars to Josephine and Curry Counties, through which the designated river flows, as well as the entire State of Oregon. The 41 outfitters operating on the Wild Section of the Rogue alone are actually based throughout Oregon and northern California. In addition to the recreation dollars spent on specialized equipment and services, there are also significant tourism dollars represented by food, lodging, and other services purchased locally by river users.

Less than 2 decades have passed since Forest Service land managers were turned, almost overnight, into "river managers" by the passage of the National Wild and Scenic Rivers Act, and river management programs everywhere are still evolving. Balance is still being sought between protection of the resource and use demand, levels of competing uses, and the relative values of aesthetics versus commodities. Now, at the end of its tenth year of controlled use and intensive joint management, the Rogue system appears to have found some of those balances as it offers satisfying river experiences while providing commodity values through recreation management.

Private Investment on Federal Lands

Army Corps of Engineers

In accordance with its statutory authority, the U.S. Army Corps of Engineers has made federal lands associated with water resources development projects available under lease to states (483,000 acres), local government agencies (87,000 acres) and the private sector (46,000 acres), including groups such as scouting organizations. The Army has entered into some 412 commercial concession leases with private sector interests at 145 of its water resource development projects. These concessions provide a wide range of recreation facilities including restaurants, hotels, cabins, campgrounds, marinas and boat rentals, sales, repair and storage. They represent an investment of over $224 million and generated over $94 million in gross income in fiscal year 1986. The Corps collected over $2.2 million in lease revenue as a result, of which 75 percent is returned to state governments to offset the loss of tax base caused by project construction and the remainder is deposited in the U.S. Treasury. The potential for further recreation development at or near Corps projects is illustrated by the following case.

Thousand Trails, Inc.

Lake Texoma on the Texas-Oklahoma border is a large federal project developed by the U.S. Army Corps of Engineers with visitation approaching 9,000,000 annually. In 1983, representatives of Thousand Trails, Inc. a Washington State corporation, approached the Tulsa District of the Corps with a request to lease a tract of land at Lake Texoma to develop recreation facilities. Their intent was to establish a membership camping preserve on private land adjacent to the project and develop lake access and day use facilities on the leased area. The adjacent property has been extensively developed as originally intended with RV and tent campsites, lodges, a trading post, swimming pools, and other facilities.

At that time, the corporation operated 21 such recreational preserves throughout the western United States and Canada. Lifetime memberships are sold entitling members use of all Thousand Trails areas and facilities.

The proposed lease and development of Corps land at Lake Texoma was desired to complement the private preserve and provide its members with full access and use of the lake. However, the corporation was well aware of the Corps' commitment to provision of public use on public lands. They proposed development of day use facilities which would be open and available to the general public.

A 5 year lease for public park and recreation purposes was negotiated in 1983. The lease, covering approximately 98 acres, provides for fair market rent payments of $4,400 annually. The area was developed with picnic sites, restrooms, roads, parking areas, and a boat ramp. Thousand Trails has continued development throughout the lease term and has consistently provided quality operation and maintenance functions.

The Corps' experience with Thousand Trails, Inc. suggests that encouraging private partners to develop, operate, and maintain recreation facilities on public lands is an effective means of increasing recreational opportunities without competing with limited federal funds.

Private Operation of Forest Service Campgrounds

In 1982, the Forest Service initiated a trial program of permitting operation of 12 National Forest campgrounds by private concessionaires. Five of these were in the Pacific Southwest Region, encompassing the State of California. The purpose was to assess the programs for improving service to the public and to reduce federal expenditures in the operation of these sites. Sites were selected that were very popular with the public, had high operations costs for the Forest Service, and could show a profit to a private vendor. The first year proved to be positive on all items. In 1983 the program expanded to 25 sites, 12 in the region. The same year, a camper "Attitude and Impressions Study" conducted by the University of Vermont concluded that users saw little difference between Forest Service and concessionaire management.

The trial program proved successful in reducing government expenditures in these sites and in providing a high standard of public service. Consequently the program was expanded in 1984-1986 to about 250 concessionaire operated sites nationwide, of which 182 are in the Pacific Southwest Region. Twenty-seven of these are day use sites operated at no charge to the public.

Currently, about 60 percent of the National Forest campground capacity in California is operated by concessionaires; this capacity is met by 25 percent of the total number of sites. Additional sites will be offered in 1988, but there are indications that additional sites may be marginally profitable, except for the very small operators with little to no overhead. Thus only a very modest expansion of the program is anticipated. Most offerings in the future will be rebids of sites already under concession management, since these are operated under 3-year permits.

There has been some concern expressed about the program, notably the higher fees for additional insurance costs and concessionaire profits, lack of Forest Service presence in sites, and lower returns to the Treasury. User fees have increased about 25 percent. Forest Service on-the-ground presence has decreased but operators are normally required to have personnel on site 24 hours per day. This level of presence was not provided by the Forest Service and the result has been a reduction in vandalism and the need for law enforcement. Operators also provide increased collection of refuse and increased frequency of cleaning rest rooms and other facilities. Twenty one campgrounds in the program are being operated with reservations available to the public through Ticketron. This is extremely valuable in high demand sites.

Overall, the campground concessionaire program in the Pacific Southwestern Region has been successful. The public is receiving increased services with reduced expenditures from appropriated funds available to the Forest Service. Without this program, funding levels available would have resulted in closure of some sites and reduced service to all others in the Pacific Southwest Region.

Recreational Skiing on National Forests

Ski area development is a prime example of an industry which was developed as a result of public agency and private investor cooperation. In 1934 the first rope tow ski lift was built on a private farm in Woodstock, Vermont. Two years late the Sun Valley, Idaho, resort was opened and the first aerial type chairlift was installed. A few years later the ski area expanded onto the public and private sectors to provide public outdoor recreation. That same year, Timberline Lodge on

Mt. Hood, Oregon opened, funded by the federal government and constructed as a Depression-era project. Shortly afterwards, the Forest Service purchased a chairlift which was installed above timberline. Its design, based on the proven design of a mining tramway, facilitated this new entry into serving recreation users.

Throughout the history of the National Forest System, the Forest Service has been involved in encouraging private investment in facilities to serve the public. The ski industry may be the most impressive in size and investment. About 6 percent of all recreation use on the national forest occurs on about 6/100 of 1 percent of the National Forest System lands. The success reflects the effectiveness of the Forest Service in its role of working with private industry managers and financiers.

There are currently 167 Alpine, or downhill, ski areas on the National Forests. Virtually all of the base area facilities and the ski lifts have been built by the private sector. Usually the base facilities are developed on private land, when it has been available, while the ski trails, lifts, and some service facilities have been developed on National Forest System lands. Some facilities consist only of rope and other type of surface ski lift. Many are international class resorts and provide the most modern high-speed and comfortable ski lifts available, supported by advanced snow making and snow grooming equipment. Perhaps most lie someplace in between, serving local and regional clientele with varying degrees of service.

To date, the private investment in these ski facilities, authorized by permits from the Forest Service, is approximately $1 billion. As a measure of importance to the economy, ski areas return over $400 million each year to private industry. These same areas return some $9 million each year to the federal government in use fees. In addition, those areas that have become destination resorts and even important regional or weekend ski areas return millions of dollars to the local communities whose economies have become highly dependent upon them.

Through inventories of potential winter sports sites, working with local people and the land use plans of the times, the Forest Service has always had a cadre of people knowledgeable about winter sports development. The Forest Service was directly involved in the feasibility studies to determine if development was technically practical. It was involved in the detailed area designs and was heavily involved in all aspects of safety. Forest Service specialists reviewed ski lift and building designs, inspected construction, performed continuous ski lift safety inspections and looked out for public health. The Forest Service pioneered the avalanche forecasting and control work and directly supervised much of the control work at ski areas.

As the industry grew and began to retain skilled and trained people, the Forest Service withdrew from its direct involvement in planning and safety operations. When new area development or major expansion is proposed, the proponent is expected to hire consultants, scope pertinent issues, pay for the planning detail and to submit detailed environmental evaluations and plan proposals. The Forest Service participates with the permittee and state and local government throughout the process. It maintains the needed skills within its organization in order to evaluate and monitor this work and makes the skill available to those units needing it on a shared basis. The Forest Service now requires permittees to have

detailed operating plans for avalanche hazard evaluation and control, ski lift maintenance and overhaul, ski trail construction and stabilization, water quality and sanitation, ski patrol, accident reporting, cultural resource protection, mitigation of effects on wildlife, and signs.

This type of recreational development on the National Forests has had its share of the usual management problems associated with major construction projects. There are constant challenges regarding growth and improvement of area because of water, wildlife, off-site impact, infringement on individual rights, profits, community issues, liability, and other valid issues. While the Forest Service has not delved into the business affairs of operating companies, it does concern itself with the capability of permittees to operate successfully, be adequately capitalized, and provide recreation to the public for the duration of the permit.

Vail Ski Area, White River National Forest, Colorado

When the ski area boom started in Colorado during the late 1950's, Vail was on only a 530-acre private ranch along U.S. Highway 6 at the junction of Gore and Mill Creeks. The potential of Vail as a ski area was "discovered" by Earl V. Eaton of Eagle, Colorado in 1954 when prospecting for uranium in the "Back Bowls." Pete Seibert, a World War II veteran of the 10th Mountain Division (Ski Troopers), along with Earl, who were both ski patrolmen at Aspen, were the two key individuals that were instrumental in promoting and developing the "Vail Dream." On May 11, 1959, Eaton and Seibert filed a special-use application for the use of the adjacent National Forest land. A few months later, in December 1959, the "Vail Corporation" was formed to plan and develop the area. This was followed by a 3-year period of financial search and qualification to develop the project. On January 25, 1962, the financial package was resolved and the special-use permit was issued to Vail Associates, Ltd., with Pete Seibert signing as "general partner" on March 1, 1962. At that time, the permit covered approximately 6,470 acres. The weather cooperated well into the late fall of 1962 and the area was finally open to the public for downhill skiing in late December.

The once Colorado sheep ranch, along with now adjoining ranches, has become a major rural Colorado town of approximately 5,000 full time residences with an estimate bed base to handle peak winter recreation use of over 22,000 people. Vail, CO is much more than a ski area today; it is a four-season resort known world-wide for its excellent skiing and vacation opportunities. Vail is truly a success story where public and private land has been developed under joint venture principles. Plans continue to develop in the expansion of the ski area as well as the Town of Vail. Currently, Vail Ski Area has 1 gondola from Lion's Head base to Eagle's Nest Mountain Restaurant and terminal, 5 quad-detachable high speed lifts, and 13 other modern lifts for a total of 19.

Vail Ski Area currently has a daily capacity of 14,500 Skiers-at-One-Time (SAOT). In the 1986-87 season, Vail hosted over 1,285,200 visitors to the slopes. Revenue to the United States in 1986 for the use of National Forest land was approximately $899,000. About 98 percent of the ski area is on National Forest land while the town and base area occupy private land. Vail will be hosting the 1989 World Alpine Ski Championships, an outstanding achievement and recognition for a rural town and ski area that has given birth from a ranch to a major international resort community in just 25 years.

Winter Park/Mary Jane Ski Area Arapaho National Forest, Colorado

The Winter Park Ski Area is an outstanding example of what two public sector organizations can do to develop public recreation on National Forest System lands. The Forest Service started construction of a ski run and jump in 1936 in the area now known as Winter Park. The area is adjacent to the West Portal of the Denver and Rio Grande Western Moffat railroad tunnel (6 miles long under the Continental Divide). The City and County of Denver expressed interest in this winter sports area and on August 17, 1938, the Forest Service issued a special-use permit to the City and County of Denver for continuing the development of a public winter sports area for the use and enjoyment of the general public. The ski course was officially opened on January 2, 1940, and daily train trips were made to the area from Denver. At that time, the train was one of the major transportation modes since the trip over Berthoud Pass by vehicle was difficult, especially in the winter. In June, 1950, the Winter Park Advisory Board proposed a nonprofit corporation be organized to operate the Winter Park Ski Area. The Winter Park Recreational Association was formed in 1952 as a result of this proposal and continues as the permittee to this day.

In 1968 the Association proposed expansion into the Mary Jane Drainage for an additional base area and skiing terrain. This request was granted by the Forest Service and after a comprehensive development program, the Mary Jane area was opened to the public in December 1975. After completion, the joint base area had a capacity of around 10,500 Skiers-at-One-Time. The Association operates under a tax-free, non-profit status; however, it has an agreement with Grand County to provide certain local services, manpower, and commodities to the County to help offset the impact the ski area has generated. The Association, local governments, and Forest Service have maintained an excellent working relationship over the years.

The Winter Park/Mary Jane Ski Area currently operates at a capacity of around 12,500 SAOT, with 3 quad chairs, 3 triple chairs, and 12 modern double chairs for a total of 18 lifts. During the 1986-87 season the area hosted over 810,500 visitors to the ski slopes. In July 1985 the Forest Service approved an additional major expansion program into Parsenne Bowl and Vasquez Drainage. When completed the ski area will have an SAOT capacity of 23,000. That could make Winter Park one of the largest ski areas in the United States, if not the world. Revenue to the United States in 1986 for the use of National Forest land was approximately $325,400. Approximately 95 percent of the ski area is on National Forest land, while the base area occupies mainly private Moffat Tunnel Commission's land under long term lease to the Association.

Keystone Ski Area Arapaho National Forest, Colorado

Keystone began to take shape in the mind of Max Dercum after he purchased property (the Black ranch) in 1941 along the Snake River. Max, a Cornell University graduate, had been teaching forestry courses at Penn State University when he came to Colorado on a snow study project in the late 1930's and ended up on the Black Ranch where he and his wife, Edna, eventually developed the Ski Tip Ranch. Max, during most of the 1950's and 1960's, explored Keystone mountains. The site came under much review and environmental debate in the early 1960's. On December 22, 1965, the Regional Forester for the Rocky Mountains felt the site was worthy and requested winter sports approval from the Chief of the Forest Service. Approval was not granted until February 6, 1967. The

first formal study permit was granted on February 21, 1967. In the latter part of 1969, financial support merged from a Cedar Rapids, IA attorney, Williams Bergman, an acquaintance of Mr. Dercum. They formed Keystone International, Inc. On-site reviews continued and the special use permit was issued on May 21, 1970. The area officially opened to the general public on November 21, 1970, with two chair lifts, one surface lift, and mountain and base shelters restaurants. By the 1971-72 season, two more chair lifts had been added. The ski area had continued good growth and a national reputation, and in 1973 the Ralston Purina Company acquired the entire operation.

Keystone Ski Area is one of the fastest growing resort communities in Summit County and Colorado. Summit County supports three other major ski areas: Breckenridge, Cooper Mountain, and Arapaho Basin. Currently Keystone has the capacity to handle approximately 9,100 Skiers-at-One-Time (SAOT), with 1 gondola from Base I to the Summit House Restaurant, and 13 other modern assorted lifts. The area is internationally renowned, and in the 1986-87 season hosted over 1,023,100 skiers to the ski slopes. Revenue to the United States in 1986 for the use of National Forest land was approximately $498,600. About 99 percent of the ski area and base is on National Forest land, and the support resort facilities are on adjacent private land owned by Ralston Purina Company. Today, the area marks one of the most modern ski areas in the National Forests and sets the pace in innovative marketing techniques internationally.

State and Local Recreation Assessments

Delaware and Raritan Canal State Park

Changes in land uses often provide an opportunity to develop lands and waters previously subject to intensive commercial and industrial management for community and sometimes regional recreation facilities. Overlooked for its recreational amenities for many years, the Delaware and Raritan Canal State Park in the midst of the nation's most densely populated state is today providing a diversity of recreation opportunities to both local residents and day users from the surrounding region. The park has proved to be adaptable to the character of the many rural, suburban and urban communities along its route.

The Delaware and Raritan Canal is a 60-mile-long barge canal, dug by hand by Irish immigrants, that connects Philadelphia with New York City. The canal, which was completed in 1833, comes out of the Delaware River just south of Trenton and runs through central New Jersey until it empties into the Raritan River at New Brunswick. A 22 mile long feeder canal, which supplies water to the main canal, comes out of the Delaware River at Raven Rock and parallels the river until it joins the main canal at Trenton.

The canal was among the nation's busiest navigation canals during its century of commercial use. In fact, during its peak year of 1871, caused largely by industrial development occurring after the Civil War, the canal carried more tonnage than the much longer and more prominent Erie Canal. However, by the late 1800's the canal quickly became unable to compete with the faster and more efficient railroads. As a result, it began running at a loss and closed for navigation purposes in 1933.

Soon after the canal closed, it was given to the State of New Jersey by its private owners. During the late 1930's, industries once situated in larger cities began relocating near the canal because of its proximity to excellent railroad and road systems. Soon discovering the high costs of well water, the newly located industries started purchasing water for their operations from the Delaware and Raritan Canal. The canal's use as a water source has expanded greatly in the years since then.

When the canal was first being used as a commercial water source it also became used as an informal recreation area for hikers, canoeists, and other outdoor enthusiasts. Wanting to guarantee permanent protection of the canal, recreationists banded together and successfully persuaded the New Jersey Legislature in 1974 to designate the 60 mile canal and a thin strip of state-owned land along the canal as the Delaware and Raritan State Park.

The park's linear nature (being 60 miles long yet less than 100 feet wide in some places) prevents any particular area from being developed very intensively for recreation. However, many local communities have met the challenge of space constraints posed by the long, thin park by developing small neighborhood parks adjacent to the Canal Park. Other communities are planning to develop additional parks bordering the Canal Park. For example, Trenton is rehabilitating an existing park and planning two new parks to make fuller recreational use of the canal.

Just above Trenton the private 39 acre Princeton Wildlife Refuge, adjacent to the Canal Park, is a popular spot for bird watching. According to reports published by the Friends of the Princeton Wildlife Refuge a total of 203 species have been sighted in the wildlife area and canal area and 92 of these species are know to have nested in the wildlife refuge.

There are many recreation activities compatible with this long thin park with a canal as its center. Hikers, joggers, bicyclists, and horseback riders have access to more than 50 miles of towpath and an abandoned railroad bed that is being turned into a trail. Developed picnic sites with tables and fireplaces are available in several locations. For campers, campgrounds are available at Bull's Island. Canoeing and the use of row boats is permitted the entire length of the Canal Park with the exception of one small stretch. Canoes can be rented in two locations.

Fishing is permitted the entire length of the Canal Park. The most important sport fishing species is the largemouth bass. Sunfish, white catfish, northern brown bullhead, white and yellow perch and eastern chain pickerel are also sought by anglers. Moreover, several thousand hatchery raised rainbow and brown trout of catchable size are stocked in parts of the canal each spring. The trout are designed to be fished out again in the same season since the water temperature is too warm for trout to survive year around.

Nearly 600,000 residents of Central New Jersey depend on the canal as a source for all or part of their household water. The revenue earned from water sales creates an additional incentive to maintain high water quality standards for the canal that also benefit recreation activities oriented around the canal.

State and Local Management of Federal Lands

Challenge Grants to Improve Wildlife Habitat

Conservation groups, private individuals, and public agencies are forming partnerships with the Forest Service to improve habitat for fish and wildlife resources. Contributions from corporations, conservation and recreation user groups, and other public agencies will allow the Forest Service to provide higher quality recreation experiences for visitors to National Forests.

Challenge Grants were initiated in 1986 to improve wildlife habitat for fish and wildlife on the 191 million acres of National Forests and National Grasslands in America. Funding was appropriated to the Forest Service contingent on matching contributions from conservation groups, private individuals, public agencies, and other sources. Approximately 200 cooperators pooled their financial and human resources with the Forest Service. Contributions from cooperators exceeded $2.6 million in 1987, greatly surpassing the $1.5 million appropriated to the program.

Members of the Minnesota Deer Hunters Association joined forces with the Minnesota Department of Natural Resources and the Forest Service in a three-way partnership. Their intent was to increase deer populations on the Superior National Forest in Minnesota, and the result was that hundreds of acres of grassy opening were established to provide essential spring forage for deer. On a similar project, the Rocky Mountain Elk Foundation worked with the Forest Service to improve elk habitat on the Coconino National Forest in Arizona. Far up in an alpine meadow, a water source was improved, roads were revegetated, fences were replaced, and information signs were erected.

Summer chinook salmon will have improved spawning and rearing habitat thanks to the involvement of the Gem State Fly Fishers and Idaho Salmon and Steelhead Unlimited. Volunteering to work on Saturdays, members halted erosion along 200 feet of Johnson Creek on the Boise National Forest in Idaho. Their cooperative effort with the Forest Service will reduce the amount of sediment that eventually enters the South Fork of the Salmon River.

The dusky Canada goose nests only on the Copper River Delta within the Chugach National Forest in Alaska. Dusky goose populations have declined significantly in the last several years, due largely to increased predation by mammals. Islands provide the safest nesting sites, but they are not always available. Ducks Unlimited teamed up with the Forest Service to place 200 artificial nesting islands on the Copper River Delta in 1987, providing needed habitat to help the dusky Canada goose.

Rainbow and cutthroat trout habitat was improved in a Challenge Grant project on the San Juan National Forest in Colorado. Action was taken to halt erosion and to provide necessary cover when logs and management structures were placed in the Dolores River. Trout Unlimited, the Colorado Division of Wildlife, and the Forest Service worked together to complete the project. On a similar project in New Mexico, habitat conditions for cutthroat trout and the rare Rio Grande trout were improved on the Valle Vidal unit of the Carson National Forest. Log and rock structures were built in streams to form needed pools, provide needed cover, and

protect stream banks from erosion. Quality fishing pools were also established naturally by successfully transplanting beaver into the area. This major undertaking involved the Dori's Valle Vidal Volunteer group, the Albuquerque Chapter of the New Mexico Wildlife Federation, the New Mexico Department of Fish and Game, and the Forest Service.

Wildlife Management Areas

State and federal agencies have formally cooperated in the management of wildlife on National Forest land for many years. Thirteen southeastern states have specially designated Game or Wildlife Management Areas (WMA), and such areas on National Forests are managed cooperatively by the individual states and the Forest Service. Hunting regulations and other restrictions on public use of these areas are sometimes different from regulations on adjacent national forest land, particularly for use of firearms, special access fees, and recreational use. In most states, large acreage of the WMA land is on national forests, though only selected areas of the national forests are designated as WMA's. In South Carolina, all National Forest land is managed within this program, and these acres constitute 70 percent of the land in South Carolina's WMA program.

Each state collects an access fee for hunting on WMA's. These fees are used for habitat improvement and program administration, and most of the funds are returned to the private landowner, state agency, or national forest. Fees are returned to the Forest Service and used for habitat improvement in five states: Florida, North Carolina, South Carolina, Tennessee, and Virginia. These ranged from $30,000 to $125,000 per state in 1986, in addition to in-kind contributions.

Both Challenge Grants and formal agreements with state and local agencies may serve as tools to provide greater recreational services in enhanced recreational settings. These examples illustrate the benefits achieved by greater cooperation with state and local communities, including the private sector.

BLM Cooperative Management Agreements

The Bureau of Land Management has some 222 ongoing recreation partnership agreements, including cooperative management agreements with state and local governments covering a wide variety of activities. These might involve shared visitor services, combined interpretive services, law enforcement, and in some cases the entire management of an area, such as the Red Rock Recreation Lands near Las Vegas, NV, one third of which is managed by the Nevada Division of State Parks. Typical of such arrangements is a cooperative management agreement for a 60-mile Black Canyon Hiking and Equestrian Trail in Arizona, with BLM providing the land and the counties maintaining the trail. This trail provides a link to the 110-mile Sun Circle Trail and the Prescott National Forest. In Montana, the Garnet National Winter Recreation Trail and the Garnet Ghost Town are available for public recreation use as a result of cooperative management with the State of Montana Department of Fish, Wildlife and Parks, which undertakes snowmobile trail grooming.

Volunteer Interpretive Associations

Federal partnerships with non-profit organizations can be efficient and effective ways to improve recreation services to the public. Together with local and national groups, the Forest Service, the National Park Service, and the other federal land managing agencies have set up cooperating associations, "friends" groups, "park partners" and other partnerships with non-profit organizations.

These arrangements with volunteers build on strengths of both parties, fostering understanding and advocacy for recreation management programs as a whole. They can provide recreation services that would otherwise be unavailable due to legislative or funding constraints, leave agency personnel more time for leadership and management, and develop tourist attractions that provide jobs and community economic development. Many of the groups provide improved opportunities for special populations, such as the elderly or those with physical challenges who have not been able to benefit fully from traditional recreation services.

Cooperating Associations, also known as interpretive associations, are non-profit, tax exempt corporations of citizens interested in furthering the understanding and enjoyment of natural resource settings. They work cooperatively with federal agencies to improve or expand recreation oriented books and materials, and the construction, operation, or maintenance of recreation facilities.

"Friends" groups and support organizations are non-profit, tax-exempt corporations of citizens interested in advocating recreation services through fund raising, support for agency programs, and as sources for volunteers. Friends groups provide an opportunity for individuals, groups, foundations, and businesses to directly support recreation programs on federal lands that are not available in any other way. In addition, individuals, foundations, and businesses are often more willing to support non-profit, tax-exempt corporations with specific projects than a general agency budget.

Other private associations such as conservation organizations, organized youth groups, schools, and universities, also rely on and support federal recreation lands. These groups aid federal recreation programs through political support, purchase and donations of lands or facilities, investment in privately-developed facilities on federal lands, rental of government-owned facilities, fees associated with recreation permits, services provided by students as part of their academic training, and research. Quasi-governmental agencies formed for specific purposes, such as fostering economic development and tourism, can also serve important partnership roles.

Cradle of Forestry in America

The Cradle of Forestry in America (CFA) Interpretive Association was established in 1972 to provide interpretive sales materials and other services to the public. CFA's role in assisting forest visitors has increased significantly with expanded sales outlets, more sales items, and the provision of interpretive services. In addition to interpreting the beginning of American forestry and forestry education, interpretive programs explore a variety of topics including natural history and the benefits of multiple use-sustained yield forest management. In 1986 CFA provided 35,000 visitors with interpretive services, had a gross income of nearly $100,000, and increased its aid to the Forest Service by 620 percent over 1985. This all occurred despite the fact that the CFA visitor center was completely destroyed by fire. As would be expected from this dynamic organization, the construction of exhibits for a new visitor center under construction is being financed by the CFA Interpretive Association.

Laguna Mountain Volunteer Association

The Laguna Mountain Volunteer Association (LMVA) was established in 1983 to improve services and facilities for Forest visitors. After only 3 years, the LMVA

members have become actively involved in a variety of activities including campground host, visitor information, resource interpretation, trail maintenance, campground rehabilitation and operation, and training others. As an example, the LMVA completely renovated a Forest Service campground that had been closed due to insufficient funding. In 1986 alone, members of the LMVA donated materials and over 15,000 hours of service, with an estimated benefit to the Forest Service of $250,000. While this association provides interpretive sales items, such as filed guides and maps, the primary emphasis of the LMVA is providing on-the-ground service through volunteer efforts.

Tahoe Rim Trail Foundation

The Tahoe Rim Trail Foundation (TRTF) was established in 1982 with the primary purpose of constructing and maintaining hiking-riding trail around Lake Tahoe in California and Nevada. Rather than providing a variety of services (i.e. the Laguna Mountain Volunteer Association), this successful interpretive association provides a high visibility specific project that is achievable in a relatively short time. In addition to many dedicated volunteers, the TRTF receives numerous financial sponsorships from businesses, foundations, and individuals. For example, individuals have donated $15,000 to $20,000 to build a trail head in memory of a family member who enjoyed recreating in the Lake Tahoe area. Others are making donations to "buy" (sponsor) a foot of the trail, which will constitute a significant contribution considering the 152 mile length of the proposed trail. During 1986, members of the TRTF contributed over 10,000 hours, and received a gross income over $150,000.

Golden Gate National Recreation Area

Golden Gate National Recreation Area in the San Francisco Bay region makes extensive use of nonprofit cooperating associations ("Park Partners") in the delivery of public programs, and the protection of park structures. The National Park Service (NPS) has entered into cooperative agreements with 18 such organizations to carry out programs on behalf of the park, using 53 historic structures. The list of Park Partners includes some of the best known and most effective program providers in California, including the California Maritime Mammal Center. the Yosemite Institute, American Youth Hostels, Fort Mason Center, and many others. These organizations provide a range of cultural, environmental, and recreational programs far beyond the capability of NPS to provide.

At a minimum, these groups are responsible for rehabilitation and maintenance of the interior of the structures. In some cases, cooperators are also responsible for more extensive rehabilitation and are required by the terms of their agreements to undertake private fund raising programs for major capital improvement projects including building exteriors, roofs, and site maintenance. The Park Partners also help the park meet its obligations to provide for public use and enjoyment of the area. Of the approximately 22 million visitors to Golden Gate each year, 2 million people participated in the nearly 20,000 programs offered by the cooperating associations.

For example, Fort Mason Foundation provides over 1,400 separate public programs each month. The foundation is entirely responsible for interior rehabilitation and maintenance of all or part of 12 historic structures in Golden Gate, and has spent over $2 million towards this end. The Foundation is currently raising an additional $7.5 million for further capital improvements.

Jefferson National Expansion Memorial

The Jefferson National Expansion Memorial in St. Louis makes extensive use of cooperative programs to increase recreational opportunities related to the Memorial. For example, the Veiled Prophet Fair, traditionally one of the largest Independence Day celebrations in the country, brings over 3 million people to the Gateway Arch grounds. This yearly event is a cooperative effort between the park, the city, and the VP Fair Organization. Cooperative planning for the 1987 VP Fair resulted in the donation of $90,000 to cover participation of a Special Event Team of celebrities to help with the setup and hosting of a 3-hour ABC television nationwide entertainment special. The telecast was carried by over 200 stations and reached an audience of over 40 million people. Hotel accommodations and air travel for the team were donated. In addition, private sector resources were made available for cleanup and repairs to the Arch grounds after the fair.

Cooperative agreements between the National Park Service (NPS) and the Bi-State Development Agency has enabled financing, construction, and operation of the Gateway Arch Parking Garage that provides parking for park visitors and area commuters. The garage is designed to accommodate 1,274 cars and replaced a 333-car lot operated by the city. The garage is located on land that is federally owned and subject to NPS control. Funding for construction of the garage was provided with the sale of $8.4 million of Arch Parking Garage Revenue Bonds that will be repaid from garage revenue. Bi-State reimburses NPS for costs associated with visitor protection and maintenance activities at the garage.

The park's educational activities also are enhanced by cooperative efforts, and includes a full time educational coordinator paid in part by the Jefferson National Expansion Historical Association (JNEHA) and by the St. Louis public school system. Through the School Partnership Program run by the coordinator, park interpretive staff work to help school children learn about park themes that are tied into curriculum and competency requirements. The park has worked with 66 groups of students (2,700 students) in this program. To expand the park's interpretation of the role of St. Louis in the westward expansion, the park received a $56,500 gift in 1986 from Citicorp to fund the installation and maintenance of "Meet St. Louis," a slide/sound show for the visitor center. In 1987, Citicorp provided funding to continue presentation of the show.

To promote parks and recreation, JNEHA and the Eastern National Parks and Monuments Association opened a store at Union Station Mall in downtown St. Louis. The National Park Service is providing visiting interpreters from different park units to present programs and answer questions about their areas.

State Scenic Highway Initiatives

Texas Adopt-a-Highway Program

It should not come as a surprise to find that the State of Texas, home of Lady Bird Johnson, has struck on a novel and enormously successful statewide program to encourage local groups to "adopt" Texas highways for litter pickup and highway beautification. The Texas State Department of Highways and Public Transportation launched the program in Spring 1986, and as of mid-1987 had enlisted 2,337 groups and over 20,000 volunteers who adopted some 4,770 miles of roadway. Since then state agencies from all over the country have shown an interest in copying the idea.

Adopters of 2-mile stretches of highway include civic organizations, garden clubs, high school and college groups, scouts, military units, employee associations, and motorcycle clubs. Each group agrees to clean up the litter on the roadway at least four times a year. The department installs a sign that credits the adopting group on each end of the 2-mile section. After a group has taken care of its section of highway for 2 years, the department presents a certificate of appreciation.

For the group, the adopting program is an inexpensive project that gives satisfaction in making a contribution to the community and promotes a sense of pride in a state whose highways are well known for their native wildflower plantings. For the department, it is a tool for heightening the awareness of the litter problem and an effective means of mitigation. Each time an adopted section of highway is cleaned, the department provides safety instructions, trashbags, and reflective vests, and hauls away the trash. For safety reasons, interstate highways, divided highways and roadways lacking sufficiently wide right-of-way are not considered adoptable. A formal agreement is executed between the district engineer on behalf of the department and an individual appointed by the adopting group to set out the responsibilities of both participants.

In addition to the program's spread to other states, such as Arkansas, some unexpected spinoffs include "Adopt a Country Mile" begun by county governments in Texas, adopting parks in Fort Worth by local scouts, and the Adopt a Beach effort sponsored by the state General Land Office.

Tennessee Scenic Parkways

As part of a larger effort to anticipate the future growth in population and economic development in the state of Tennessee, a statewide scenic route system was proposed by then-Governor Lamar Alexander in 1981 to enhance residents' enjoyment of the Tennessee landscape and to promote the expansion of the state's tourism industry. A "Tennessee Parkway Plan" was prepared by the State's Transportation Commissioner for consideration by the Legislature, and the proposal was enacted in 1982. The objective of the program is to provide a network of routes that provide travelers with safe and relaxing alternatives to heavily used roads such as the interstate highways and that provide easy access and directions to historic, recreational, scenic, and major tourist areas all across the state.

Working with a base map that identified all state parks, historical sites, and major tourist attractions, a committee determined which routes would best serve these points of interest. The state is favored with a great variety of contrasting landscapes and picturesque settings for its communities and has preserved historical shrines commemorating three Presidents, scores of Civil War battle sites and other famous Tennesseeans and events. It has 51 state parks and natural areas, and the Great Smoky Mountains National Park is located partially in eastern Tennessee and has particularly attractive opportunities for waterfowl and game hunting, sportfishing, white water and other water based recreation.

Today the Tennessee Scenic Parkway System consists of approximately 2,300 miles of existing state highways, primarily two lane roadways, that serve the state's parks, major lakes, historical sites, and recreational and entertainment attractions. The designation of roads as parkways does not alter their state or U.S. route designations. The Tennessee Official Highway Map published by the state

Department of Transportation indicates the parkway system routes by connecting dots, and the routes themselves are indicated by more than 2,000 green and white Tennessee Scenic Parkway road signs depicting the Mockingbird, Tennessee's State Bird. Visitors are invited to take a "Backroads Expedition . . . into the heart of the state and for an up close look at Tennessee and Tennesseans."

Appendix B Recreation Visitation and Supply Data Generated by Federal Land Management Agencies: the Situation and Opportunities for Improvement

Special Report Prepared at the Request of:

Chairman, Domestic Policy Council's Task Force on Outdoor Recreation Resources and Opportunities

Washington, DC

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Submitted by:

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Situation

Seven federal agencies manage natural and developed resources to provide outdoor recreation opportunities for public consumption. These include the Forest Service, Corps of Engineers, National Park Service, Tennessee Valley Authority, Bureau of Land Management, Bureau of Reclamation, and the Fish and Wildlife Service. Other federal agencies that are users of data describing outdoor recreation and associated resources include the Soil Conservation Service, Bureau of Indian Affairs, the Federal Energy Regulatory Commission, and the Cooperative Extension Service, among others. Each of the seven land managing agencies has its own operating environment that includes its distinct legal mandate; dominant professional orientation; planning, programming, and reporting requirements; and budgeting process. These agencies have developed noticeably different philosophies, standards, administrative structures and roles. These differences are reflected in treatments of and management for outdoor recreation and in their development and use of data to support recreation policies and planning.

Differences among federal agencies, and between federal, state, local and private providers, are perhaps most noticeable by the general lack of data comparability (President's Commission on Americans Outdoors, 1987:239). Words and phrases typically used to describe recreation visitation upon lands managed by these agencies include participation, visits, trips, visitor days (RVD) or hours, occasions, demand, use, dispersed recreation, and others. Other "demand side" descriptors include values, prices, economic impact, occupancy rate, receipts, registrations, and success rates. Often an agency will adopt a variety of different measures or descriptors in attempting to describe the recreation participation phenomenon as a product of their management of public resources. This results in the use of various accounting practices involving different time dimensions associated with public use. Because use of public areas is quite diverse and composed of visits of both long and short duration, visits involving single and multiple purposes, and visits to enjoy one area or trips to revisit several different sites, measurement and reporting become complex. This complexity derives from the many dimensions of visitation and currently is not well described by the existing methods and definitions used in developing and reporting visitation data.

An equal variety of descriptors and measures are used to report federal supply of recreational opportunities. These include measures such as persons at one time (PAOT), carrying capacity, sites, acreages, facilities, effective supply, cost functions, and others. Typically, each agency has adopted its own set of measures and methods to meet individual agency needs.

Among agencies, methods and reporting requirements used to generate recreation data often refer to different time intervals and varying degrees of precision and accuracy and provide different levels of detail. Periodicity and detail often depend upon agency objectives and available funding. Even within an agency, a variety of data are generated and used differently among separate management functions, divisions, and administrative levels. On-site surveys, population surveys, inventories, registrations, direct observation, license sales, aerial photography, and professional judgment are among the data collection methods used (Dikeman, 1983:221).

One attempt to achieve some degree of reporting standardization among land managing agencies began with reporting visitation as visitor hours in 1979 and

1980. This agreement applied to the Federal Recreation Fee Report (U.S. Department of the Interior, National Park Service, 1980), which is prepared annually by the Department of the Interior. Reports prior to 1979 had included listings of recreation days, visits, and visitor days and depended on the data an agency had already collected. While these agencies now provide visitation data in consistent visitor hours units for the Fee Report, there still persist some differences in the manner and units of measure by which the original data are collected.

Other notable efforts to achieve standardization of recreation participation data across agencies are the previous National Recreation Surveys and the recent Public Area Recreation Visitors Study (PARVS) (Cordell et al., 1987). PARVS data are currently in use by 5 federal and 12 state agencies. However, no interagency effort currently exists to resolve definitional and methodological differences and information gaps in supply side data. The National Outdoor recreation Supply Information System (NORSIS) (Berryman et al., 1985) is a current resource data base developed by the Forest Service to service national and regional assessment needs. These data and PARVS are the principal sources for the 1989 Renewable Resources Planning Act Assessment (USDA Forest Service, in process).

Consequences

Over the past 6 years there have been four extensive efforts to examine outdoor recreation in the United States. These included the private Outdoor Recreation Policy Review Group (1983), the President's Commission on Americans Outdoors (1987), the Outdoor Recreation Resources and Opportunities Task Force as appointed by the Domestic Policy Council (1988), and the Renewable Resources Planning Act Assessment (RPA) (1989). A common problem each of these efforts encountered was inadequate, noncomparable, and sometimes unreliable data. This data void extends beyond federal agencies and applies also to state, local and private interests. Each of the above assessments had to mount a separate start-up campaign to find, refine, interpret, and often develop data to meet their analytical and descriptive needs. Many of the data needs of these entities were the same, yet the data bases developed for these special efforts were not maintained beyond the mission of the *ad hoc* body. Currently, the RPA Assessment of Outdoor Recreation and Wilderness is being completed and is operating upon the most comprehensive data bases to exist since the Outdoor Recreation Resources Review Commission (1962).

Opportunities

Longstanding demands for data to support descriptive and analytical needs could be met with development of a uniform, flexible, and mutually acceptable data system for all federal agencies, especially those that manage land and water for public recreation. Such a system must accommodate a variety of purposes, including national assessments and policy studies, budget planning and appropriations, mandated inter- and intra-agency reporting, and research and resource management planning. A desirable characteristic of such a system would be flexibility in design to meet federal as well as private sector and other government needs. Continuity of the system would encourage compounding of technical experience. In this era of rapidly developing computer communications technology, geographic location of such a data base is unimportant. The essential ingredients are accessibility, relevance, and comparability across both the users and the generators of federal recreation data.

Two examples of early opportunities to improve federal recreation data would focus on costs and visitation activity profiles. *First*, resource management and reporting accomplishments and planning frequently require cost information. But such data are typically not available. Much more is available to describe recreation visitation opportunities. Currently, budget expenditures for recreation are accounted by "line item," but these expenditures should be linked to the structure of management decisions and amount of service or accommodation supplied. Standardizing definitions of recreation opportunity supplied and cost accounting by the actual inputs used to produce these opportunities can greatly improve agency planning and cost effectiveness.

Second, implementation of widely acceptable and credible measures of recreation site use and profiling the array of activities that comprise the visit a person makes to a federal site could greatly improve management responsiveness. Typically an occasion or visit to a federal site may involve participation in several activities and the use of a variety of facilities and sites. Going beyond simple counting of the number of people entering and of the amount of time spent at a site adds essential detail to reasons for an area's popularity, the relative importance of the opportunities provided, and better accounting for costs of operating and maintaining a recreation area. Standardization across agencies can provide the agencies, the administration, and the Congress with essential data to help define and track the federal role in recreation. Uniform participation data across federal agencies could also provide an important incentive and motivation or adoption of better visitation measures by state and local agencies. This could aid national, regional, statewide, and some local assessments by encouraging more useful and timely data.

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